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City of San Francisco  
Department of City Planning

450 McAllister Street  
San Francisco, CA 94102



## DOCUMENTS DEPT.

ADMINISTRATION

(415) 558-6414

CITY PLANNING COMMISSION

(415) 558-6414

PLANS AND PROGRAMS

(415) 558-6264

IMPLEMENTATION / ZONING

(415) 558-6371

MAR 20 1992

SAN FRANCISCO  
PUBLIC LIBRARY

Re: Attached Preliminary Negative Declaration,  
South Bayshore Plan and Rezoning

(recd 3/20/92)

To Whom It May Concern:

The Department of City Planning has reviewed the subject project, and has determined that the proposed project could not have a significant effect on the environment. A PRELIMINARY NEGATIVE DECLARATION containing this finding has been prepared, a copy of which is attached.

Within 21 calendar days following publication of the newspaper notice of such preparation (by June 6, 1991), any person may make one of the following

5/S

attached statement and determination as an  
no action.



San Francisco Public Library

Government Information Center  
San Francisco Public Library  
100 Larkin Street, 5th Floor  
San Francisco, CA 94102

## REFERENCE BOOK

Not to be taken from the Library

ations for amendment of the text of the  
of the Negative Declaration may be amended to clarify  
it may be expanded to include additional relevant  
in greater depth. This may be done without the

etermination to the City Planning Commission in a  
e grounds for such appeal, accompanied by a check for  
ment of City Planning. An appeal requires the  
etermine whether or not an environmental impact report  
on whether or not the project could cause a  
e in the environment.

l, the Negative Declaration shall be made final,  
ications, after 21 days from the date of the  
ppeal is filed, you will be mailed a notice of the  
one may testify for or against the contention that  
port is required.

Preparation of a Negative Declaration does not indicate a decision by the City either to carry out or approve, or not to carry out or approve, the project. However, prior to making any such decision, the decision-making body must review and consider the information contained in the Negative Declaration. Following the decision on the project, a Notice of Determination will be filed with the County Clerk if the project has been approved. After such filing, there is a period of 30 days during which an appeal may be taken to court, as provided in the California Environmental Quality Act, contesting the Negative Declaration.

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REF  
711.4097  
So87n

If you have any questions concerning these procedures, please contact the  
Office of Environmental Review of this Department at 558-6395.

Office of Environmental Review

Documents: Preliminary Negative Declaration





**City and County of San Francisco  
Department of City Planning**

**450 McAllister Street  
San Francisco, CA 94102**

DOCUMENTS DEPT.

ADMINISTRATION

(415) 558-6414

CITY PLANNING COMMISSION

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Within 21 calendar days following publication of the newspaper notice of such preparation (by June 6, 1991), any person may make one of the following responses:

- 1) One may review the attached statement and determination as an informational item and take no action.
- 2) One may make recommendations for amendment of the text of the determination. The text of the Negative Declaration may be amended to clarify or correct statements and it may be expanded to include additional relevant issues or to cover issues in greater depth. This may be done without the appeal described below.
- 3) One may appeal the determination to the City Planning Commission in a letter which specifies the grounds for such appeal, accompanied by a check for \$75.00, payable to Department of City Planning. An appeal requires the Planning Commission to determine whether or not an environmental impact report must be prepared based upon whether or not the project could cause a substantial adverse change in the environment.

In the absence of an appeal, the Negative Declaration shall be made final, subject to necessary modifications, after 21 days from the date of the newspaper notice. If an appeal is filed, you will be mailed a notice of the public hearing wherein anyone may testify for or against the contention that an environmental impact report is required.

Preparation of a Negative Declaration does not indicate a decision by the City either to carry out or approve, or not to carry out or approve, the project. However, prior to making any such decision, the decision-making body must review and consider the information contained in the Negative Declaration. Following the decision on the project, a Notice of Determination will be filed with the County Clerk if the project has been approved. After such filing, there is a period of 30 days during which an appeal may be taken to court, as provided in the California Environmental Quality Act, contesting the Negative Declaration.

If you have any questions concerning these procedures, please contact the Office of Environmental Review of this Department at 558-6395.

Office of Environmental Review

Attachments: Preliminary Negative Declaration



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## NEGATIVE DECLARATION

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Date of Publication of

Preliminary Negative Declaration: May 16, 1991

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Lead Agency: City and County of San Francisco, Department of City Planning  
450 McAllister Street, 5th Floor, CA 94102

Agency Contact Person: Paul Deutsch

Telephone: (415) 558-6383

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Project Title: 89.120E: South Bayshore  
Area Plan & Rezoning

Project Sponsor: Department of  
City Planning

Project Contact Person: Peter Labrie  
558-6283

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Project Address: The area south of Islais Creek Channel/Napoleon Street and east of the James Lick Freeway (U.S. 101), bounded to the south by the San Mateo County Line and to the east by San Francisco Bay. Refer to Figure 1 on page 3.

Assessor's Block(s) and Lot(s): Various

City and County: San Francisco

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Project Description: An area plan proposed as a part of the San Francisco Master Plan, consisting of land use, economic and social policies, and implemented through proposed concurrent rezoning of certain subareas within the South Bayshore area. Refer to the more detailed project description and maps elsewhere in this document.

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THIS PROJECT COULD NOT HAVE A SIGNIFICANT EFFECT ON THE ENVIRONMENT. This finding is based upon the criteria of the Guidelines of the State Secretary for Resources, Sections 15064 (Determining Significant Effect), 15065 (Mandatory Findings of Significance) and 15070 (Decision to Prepare a Negative Declaration), and the following reasons as documented in the Initial Evaluation (Initial Study) for the project, which is attached:

-Over-

Mitigation measures, if any, included in this project to avoid potentially significant effects:

None

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Final Negative Declaration adopted and issued  
on

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cc: Robert Passmore  
Laura Saldana  
George Williams  
Peter Labrie  
Distribution List  
Bulletin Board  
Master Decision File

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BARBARA W. SAHM  
Environmental Review Officer

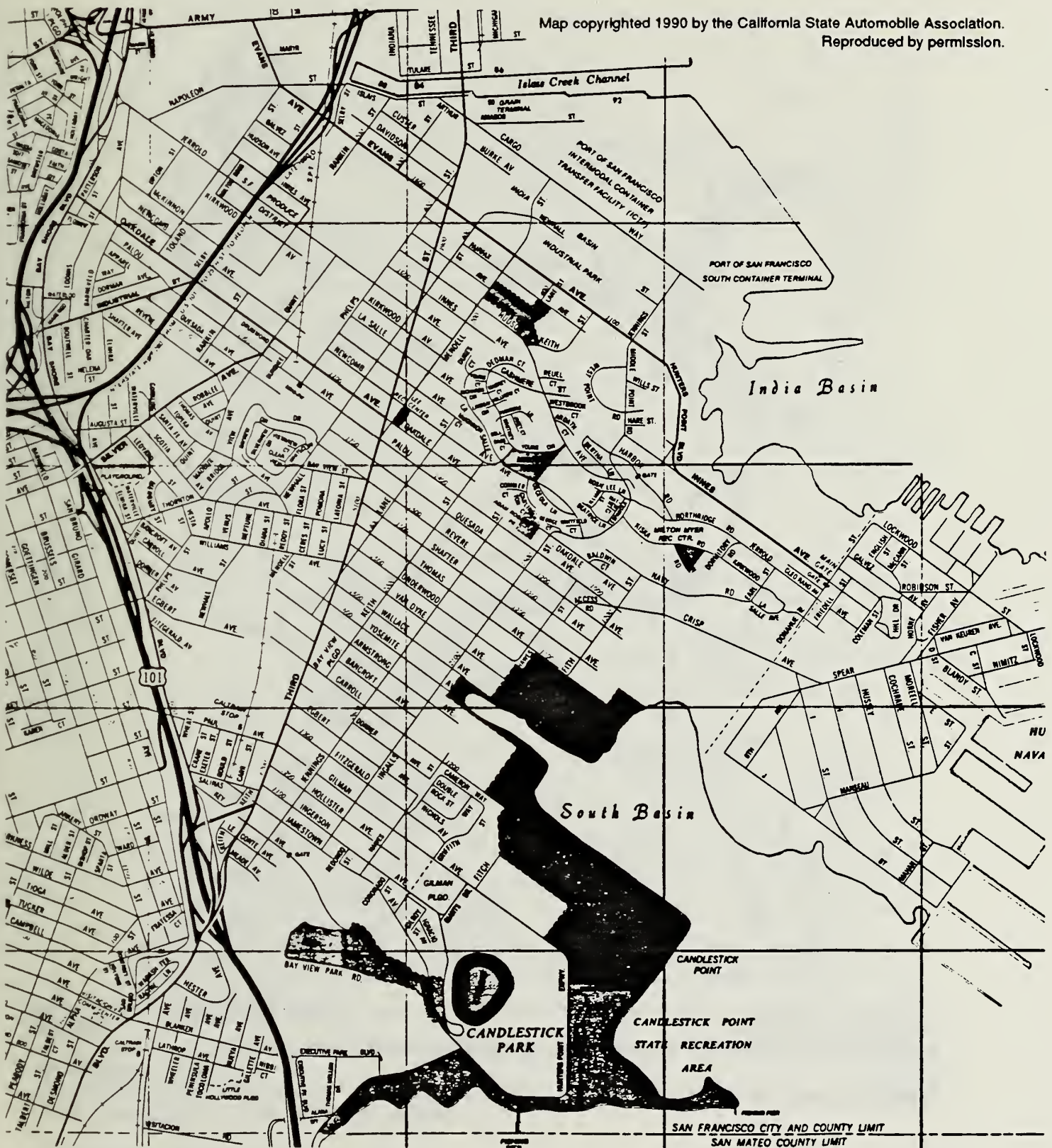
## PROJECT DESCRIPTION:

The proposed project would amend the South Bayshore Area Plan, a part of the San Francisco Master Plan, affecting the southeastern portion of the city. The proposed Plan covers the area south of Islais Creek Channel/Napolean Street and east of the James Lick Freeway (U.S. 101), bounded to the south by the San Mateo County Line and to the east by San Francisco Bay (Refer to Figure 1, next page). The Plan is primarily a set of comprehensive policies designed to reduce existing problems and provide guidelines for balancing future growth in the area; it includes land use, economic, social, community facilities, energy and related policies. The Plan would be implemented partially through proposed concurrent rezoning of certain areas as well as through guidelines for revitalization that might be undertaken by other city agencies, such as the Housing Authority, Redevelopment Agency, Mayor's Office of Business and Economic Development, and Mayor's Office of Housing. Key features of the Plan include the following objectives:

- . Steer future growth to conform to the existing land use pattern. Utilize the existing strong market demand for housing to help strengthen the weak demand for commercial growth and provide a basis for job-oriented industrial growth. Specific implementing policies would include increasing compatibility among different land uses (particularly housing and industry), stimulating infill development in underused and declining areas, protecting the existing scale of development, encouraging protection of selected industrial areas, and increasing neighborhood activities and pedestrian intensity. Implementing land use actions include adjusting selected boundaries of South Basin east of Third Street by rezoning three small areas containing a total of about 15 lots on Thomas, Van Dyke, and Fitzgerald Avenues from C-M (Heavy Commercial), NC-1 (Neighborhood Commercial Cluster), or M-1 (Light Industrial) to various residential districts (See Figure 8, page 5); and encouraging a mixture of residential, retail and small light industrial uses along Innes Avenue to buffer the India Basin industrial area and the Hunters Point residential community.
- . Shape future growth to stimulate revitalization of Third Street. This would be accomplished by designating Third Street a revitalization area, and reshaping the land use pattern by compacting the existing permitted retail area to the blocks between Kirkland Avenue on the north and Thomas and Thornton Avenues on the south, and encouraging new apartment construction on the adjacent areas (between Fairfax and McKinnon Avenues to the north and between Jamestown and Thornton and Thomas Avenues to the south).
- . Encourage development of a new residential area in an existing industrial district along the perimeter of Candlestick Point State Recreation Area. Implementation would include rezoning approximately 30 acres in the area generally enclosed by Wallace Avenue, Ingalls Avenue, Griffith Avenue, Fitch Street, Gilman Avenue, and Donahue Street from M-1 (Light Industrial) to RH-2 (Residential House, Two-Family) (See Figure 7, p. 4),

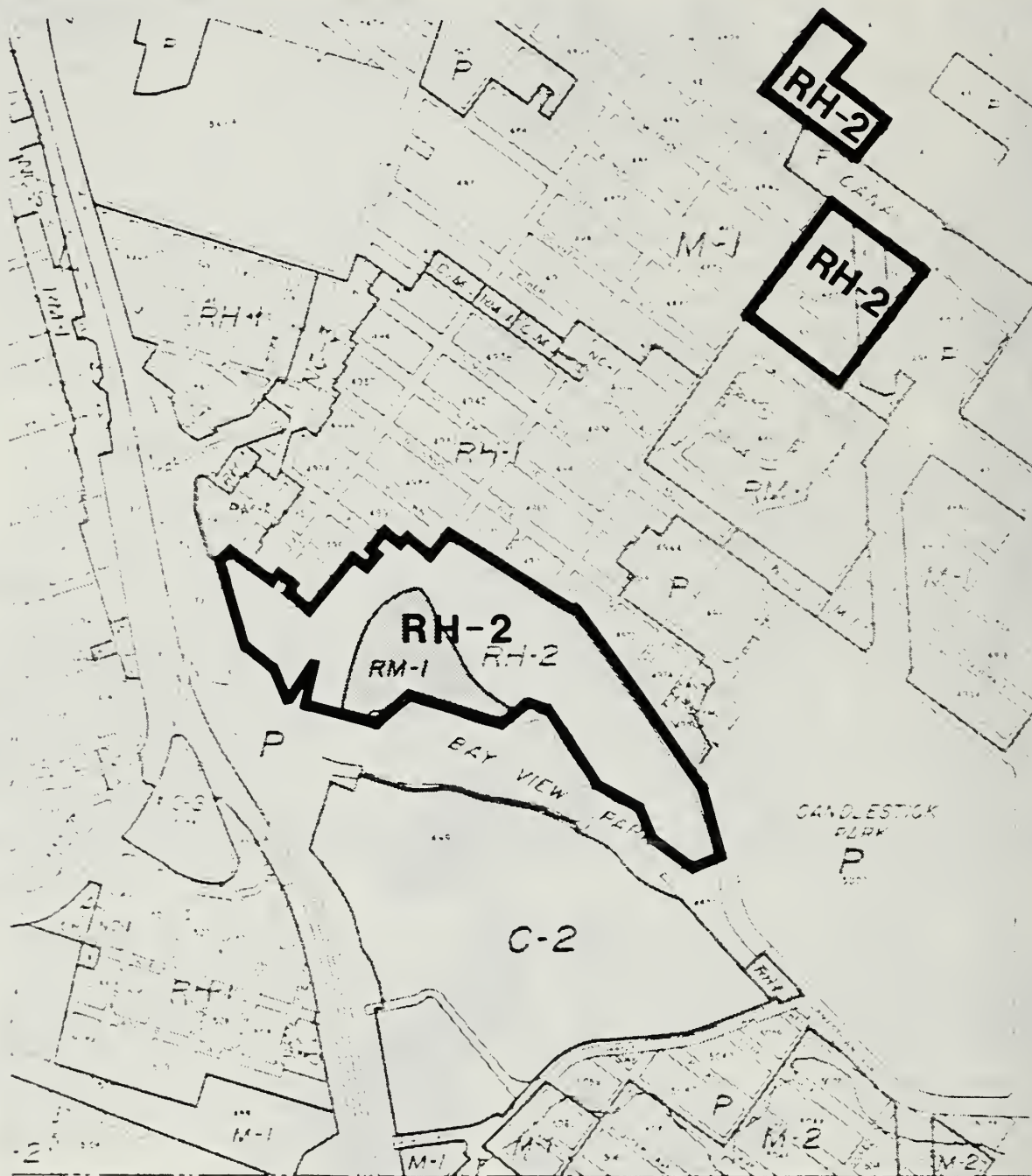


Map copyrighted 1990 by the California State Automobile Association.  
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South Bayshore  
PLAN AREA MAP

Figure 1

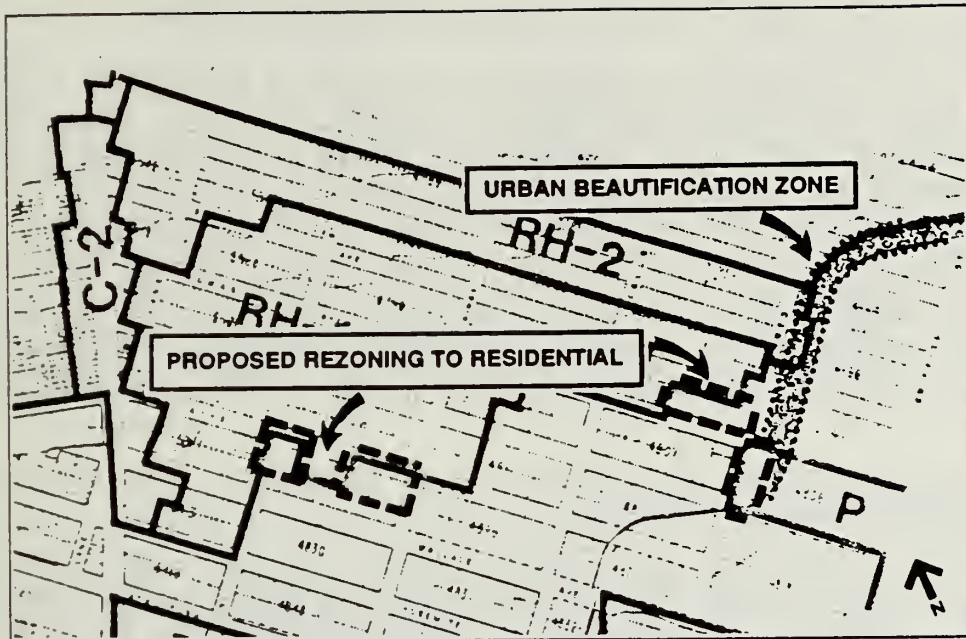


**South Bayshore Plan  
BAYVIEW HILL AND CANDLESTICK POINT PERIMETER RESIDENTIAL AREA**

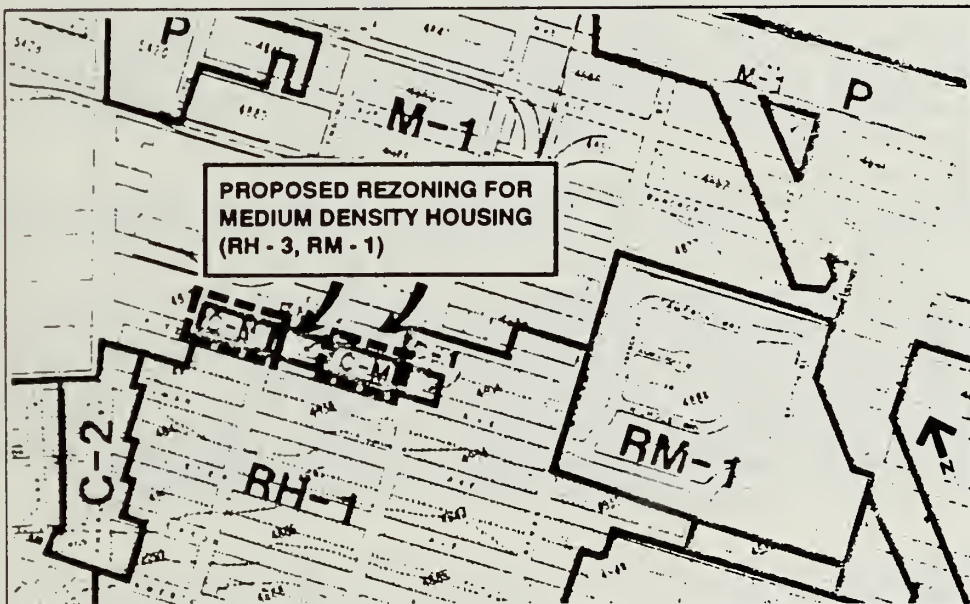
**Figure 7**

Proposed Property Use Reclassification





South Bayshore  
SOUTH BASIN, EAST OF THIRD ST.



South Bayshore  
FITZGERALD AVENUE

South Bayshore Plan  
SELECTED LOTS, SOUTH BASIN RESIDENTIAL AREA AND  
FITZGERALD/INGALLS RESIDENTIAL AREA

Figure 8  
89.120E

Proposed Property Use Reclassification

and encouraging use of tax increment financing to help defray infrastructure costs and enhance housing affordability.

- . Develop transportation improvements to encourage industrial truck traffic away from residential areas and off of surface streets. Toward this objective, Plan policies support constructing the I-280/Islais Creek interchange at the most appropriate location to provide direct freeway access for trucks serving India Basin and the Port; directing through traffic on Third Street to I-280, US 101, or Bayshore Boulevard to the maximum extent feasible; extending Carroll Avenue west of Third Street to connect with Bayshore Boulevard; improving Carroll Avenue and portions of Ingalls Avenue, Thomas Avenue, and Griffith Street as truck-serving streets; and developing freeway improvements to direct industrial truck traffic off of surface streets.
- . Maintain and improve open space areas to enhance the distinctive natural qualities of South Bayshore.
- . Develop the necessary improvements in public transit, including consideration of a possible light rail system along the CalTrain/3rd Street corridor, to accommodate the expected population increases in South Bayshore, through establishing a City team and citizen committee to review possible alternatives.
- . Provide convenient regional access to Candlestick Park stadium without negatively impacting nearby residential streets, through encouragement of use of public transit, increased use of access via I-280, use of non-residential access streets, and prohibiting stadium traffic from using residential streets in the vicinity.
- . Guide future development of Bayview Hill to assure adequate infrastructure which improves the quality of residential life and protects and enhances the natural features and sensitive plant and animal habitat of the hill. Implementation consists of reducing all areas of the hill currently zoned for higher residential densities to a maximum density of RH-2; changing the height limit from 40 to 32 feet with 40 feet permitted as a Conditional Use; requiring Master Plan review for all subdivision activity; requiring survey of plant and animal species at the time of any subdivision application and protection of any significant habitat found as a result; and encouraging more public access to Bayview Park.

#### EXISTING SETTING:

The South Bayshore Plan Area is located south of Islais Creek Channel/Napolean Street and east of the James Lick Freeway (U.S. 101), bounded to the south by the San Mateo County Line and to the east by San Francisco Bay. It includes the neighborhoods of Silver Terrace, Hunters Point, Bayview, Islais Creek, India Basin, South Basin, Bayview Park, and Candlestick Cove.



South Bayshore contains about 10% of San Francisco's land area (approximately 3,000 acres), of which slightly over 2000 acres is net buildable area (excluding streets and tidelands under water). About one-half the buildable land area is in industrial use, including 515 acres comprising Hunters Point Naval Shipyard and about 70 acres accommodating Port of San Francisco facilities at South Terminal. About one-third of the buildable area, some 700 acres, is devoted to residential and related land uses, encompassing about 400 acres in private housing, 100 acres in public housing, and about 100 acres in schools, institutions, and neighborhood-serving open space and recreational facilities. Major regional recreation facilities located in the district include Candlestick Park (78 acres) and Candlestick Point State Recreational Area (155 acres). Commercial uses occupy about 25 acres, primarily consisting of neighborhood-serving retail along Third Street and more regional uses along Bayshore Boulevard.

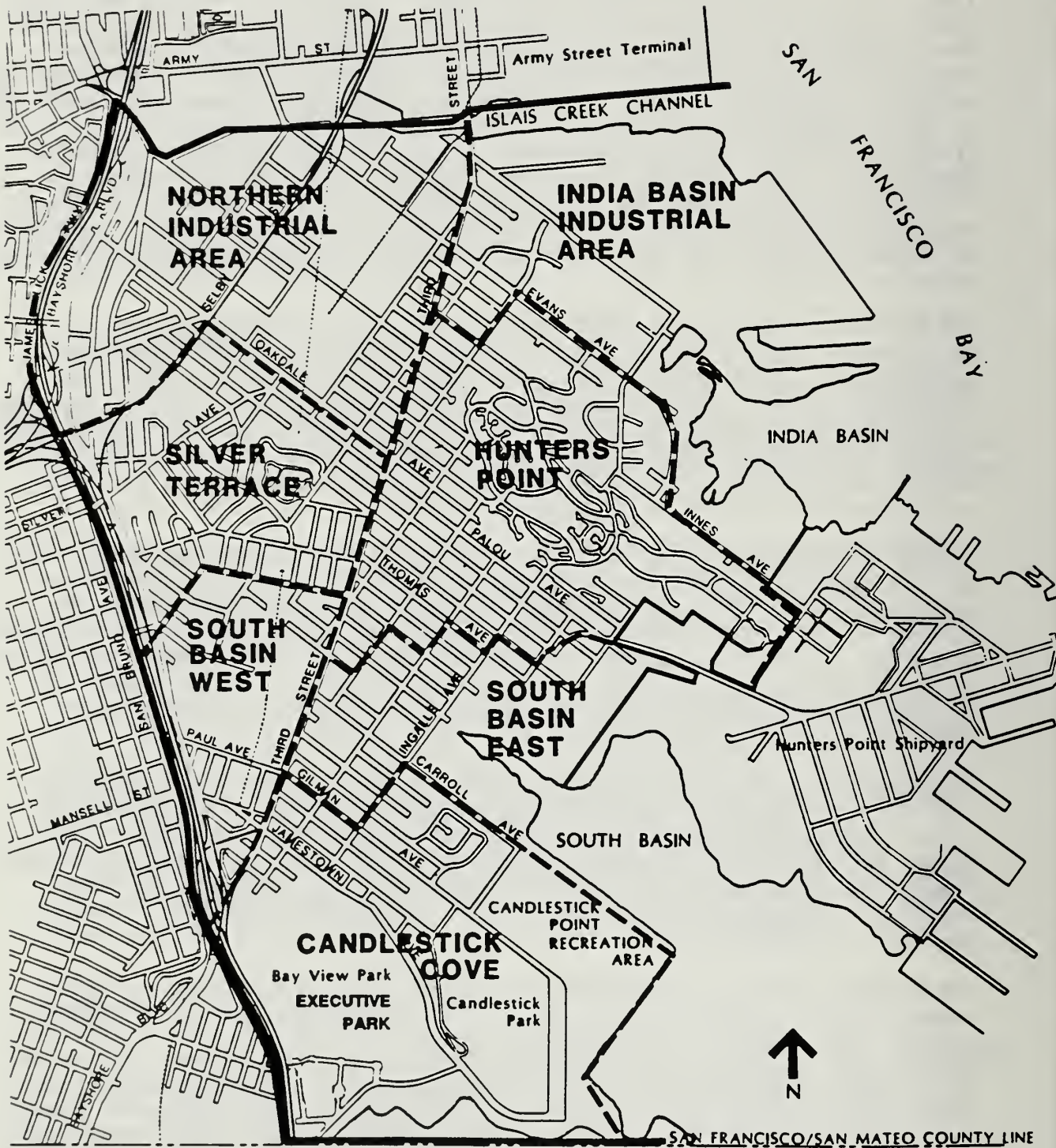
The district exhibits a generally low-density, low rise character in its development compared with most other areas of San Francisco. Its present population is about 23,000. Semi-rural prior to World War II, with some farmlands, a small resident population, and a concentration of heavy industry, South Bayshore's population tripled from 1940 to 1950 to reach a peak of about 56,500. The population then declined sharply until the 1980's, which have brought an increase. The percentage of Blacks in the district's population has risen during this time to approximately 65%.

Similar to other districts in the southern part of the city, South Bayshore has a high proportion of its housing units in single-family and other low density housing. Of the approximately 8,000 units in the district as of January 1, 1989, about 72% were single-family and another 16% were in 2-4 unit buildings. During the period from 1980 to 1988, the district saw a net gain of 644 housing units, of which 264 were single-family, a higher number of single-family units added than in any other of the city's 15 Planning Districts.

For purposes of land use analysis, the South Bayshore district was divided into seven subdistricts: Northern Industrial, India Basin, Hunters Point, Silver Terrace, South Basin East, South Basin West, and Candlestick Cove (Refer to Figure 2, next page). Bordering all of these subdistricts is Third Street, which serves as the primary retail commercial focus of the South Bayshore, although over 70% of the area fronting Third Street is actually devoted to industrial uses.

The Northern Industrial and India Basin areas are characterized by heavy industrial uses, which comprise over 70% of the acreage in each of these subdistricts. South of these industrial areas are Hunters Point and Silver Terrace, the two major residential subdistricts of South Bayshore. Over 90% of the Hunters Point area is devoted to housing and related uses and the subdistrict contains about 30% of the housing in the South Bayshore. Almost all of Silver Terrace is devoted to housing, and the subdistrict contains about one-third of South Bayshore housing.





South Bayshore Plan  
SOUTH BAYSHORE SUB-DISTRICTS

Figure 2  
89.120E

Further south are the South Basin subdistricts. Land use in South Basin East is about two-thirds industrial, one-third institutional uses or vacant. South Basin West is more mixed, with about two-thirds of its land devoted to housing and related uses and one-third industrial. The industrial uses in these subdistricts are predominately warehousing and tend to be less heavy than those in the Northern Industrial and India Basin areas.

The Candlestick Cove subdistrict exhibits a mixture of public and private housing, recreational, and industrial uses; approximately 10% of the land area is vacant. A relatively large multiple-use development, Executive Park, is located in this district and is in the process of buildout. Infill housing around Bayview Hill has been built in recent years. Candlestick Point State Recreation Area, comprising about one-third of the subdistrict, is controlled by the State and is only partially developed to date.

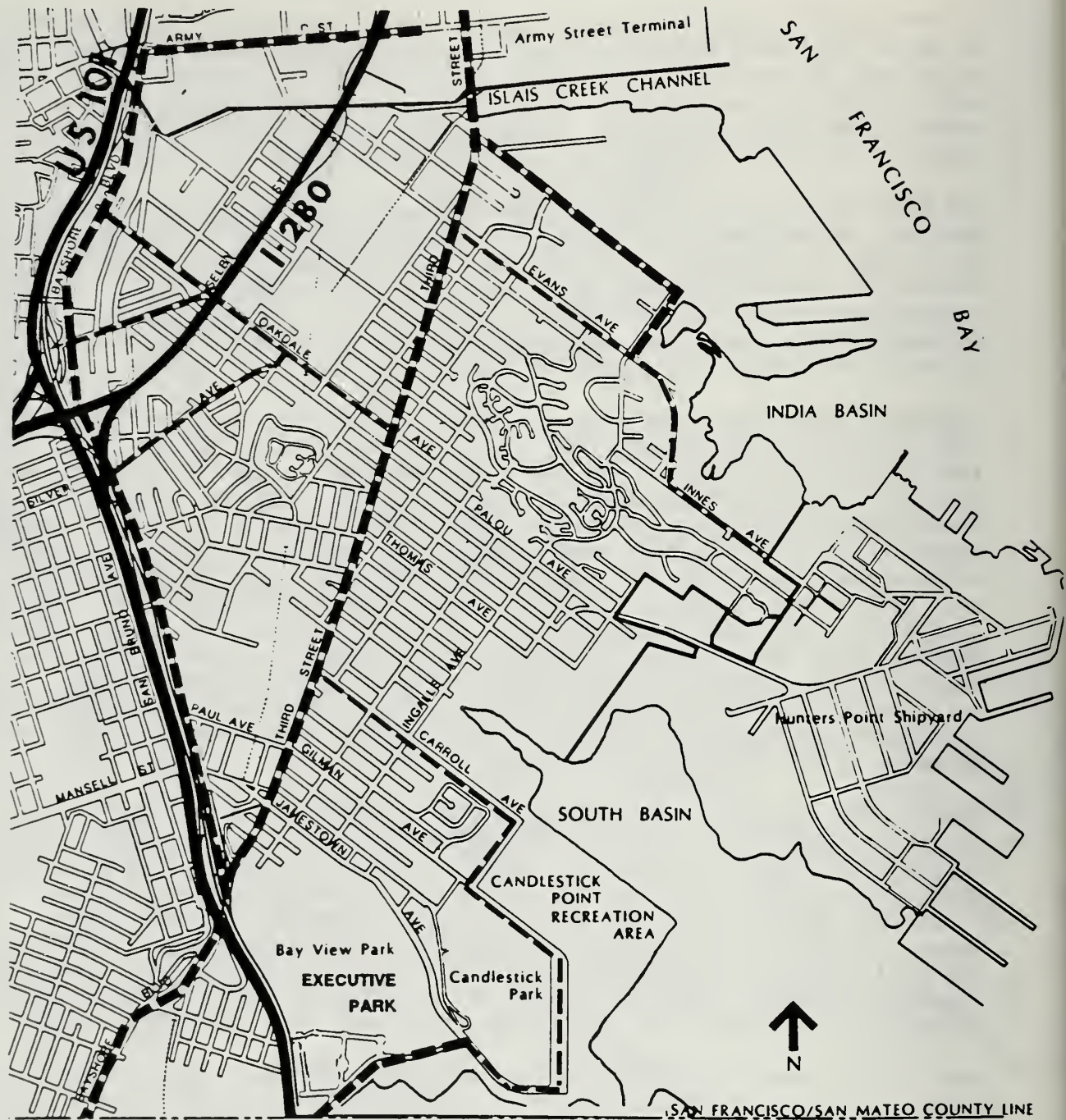
Transportation. The transportation network in the South Bayshore Plan area consists of portions of regional, city and local serving systems. The Plan area is served by the U.S. 101 and I-280 freeways. Access to those freeways from the Plan area is available at Third Street for U.S. 101, and Army/Pennsylvania Street and Industrial/Alemanay Boulevard for I-280. Traffic flows have been altered due to the Loma Prieta Earthquake in October 1989, which damaged and closed the segment of I-280 between its interchange with U.S. 101 and Army Street. As a result, displaced traffic has been forced onto alternate north-south routes including U.S. 101, Potrero Avenue, Bayshore Boulevard and Third Street./a/ Repair of the damaged section of I-280 is expected to be completed in early 1993; Caltrans plans to retrofit the existing freeway structure./b/ Therefore, the transportation impact analysis presented below assumes the travel network serving the South Bayshore is restored to pre-earthquake conditions.

Several city streets in the Plan area are designated by functional classifications in the Transportation Element of the San Francisco Master Plan as shown in Figure 5, next page. Four streets in the Plan area are designated Major Thoroughfares, which establish the major cross-city routes in San Francisco: Third Street, Bayshore Boulevard, Cargo Way and Harney Way. Several streets are classified as Secondary Thoroughfares, major routes within the Plan area, which among them include: Evans Avenue, Oakdale Avenue, and Industrial Street. Jamestown Avenue is classified as a Recreational Street. The rest of the streets are considered to be local or connector streets.

Most of the streets conform to a northwest-southeast (parallel to Evans Avenue)/northeast-southwest (parallel to Ingalls Avenue) grid pattern. This South Bayshore street grid does not connect to the street networks west of U.S. 101, north of Islais Creek, or south of Bay View Hill. Third Street, Evans Avenue, Silver Avenue, Paul Avenue and Bacon Street are the only streets in the South Bayshore Plan area which provide linkages to other street systems outside the Plan area.

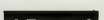
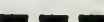
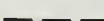
South Bayshore area traffic patterns can be characterized by predominantly northbound travel (toward downtown San Francisco) in the morning and





South Bayshore Plan  
VEHICLE CIRCULATION PLAN

Figure 5  
89.120E

-  Freeway
-  Major Thoroughfares
-  Secondary Thoroughfares



predominantly southbound travel (toward San Mateo County) in the evening. On major streets serving the industrial area of the South Bayshore, such as Evans Avenue and Industrial Street, traffic patterns are predominantly eastbound in the morning and westbound in the afternoon. Traffic volumes on streets serving residential areas are fairly evenly distributed throughout the day.

Truck Traffic. Industrial land uses in the Plan area generate a high volume of truck traffic on roadways in the study area. Additionally, industrial activities north of Islais Creek sometimes generate through truck trips on Third Street between its interchange with U.S. 101 and areas north of Islais Creek.

A 1986 truck count on Third Street south of Evans Avenue indicated a p.m. peak hour volume of 110 trucks, or about 11 percent of the traffic on that leg of the street. A 1987 truck count study recorded 250 trucks on Third Street between 10:00 and 11:00 a.m., of which 105 were trucks with three or more axles; the 250 trucks amounted to about 35% of the total traffic during that hour, and the 105 trucks, about 15% of peak hour total travel.

Due to localized noise and air quality impacts generated by truck traffic, the City of San Francisco has restricted trucks on several streets. In general, trucks in excess of 5.5 tons are prohibited from making through trips on Third Street between Jamestown and Jerrold Avenues; these trips are encouraged to use Bayshore Boulevard, U.S. 101 to Army Street, or I-280 to Army Street (once repair of the earthquake damage on this freeway segment is completed). Trucks in excess of three tons are prohibited in most residential areas, and through trips are prohibited on Gilman and Jamestown Avenues. These trips are encouraged to be made on Griffith Street (north of Thomas Avenue), Thomas Avenue (east of Ingalls Street), Ingalls Street (south of Thomas Avenue) and Carroll Avenue (east of Third Street).

A 1975 study of truck traffic on Third Street performed by the Department of Public Works found that about 11% of the trucks on Third Street travelled continuously on Third Street, between U.S. 101 and Army Street. The remaining 89% of the trucks on Third Street had destinations either east or west of Third Street or on Third Street itself.

A limited number of large trucks on Third Street were followed by the Department of City Planning staff in August 1987. Of the 12 trucks followed, four were through trucks between Jerrold and Jamestown Avenues. Other trucks were destined for industrial sites on Donner, Egbert, and Williams Avenues, among other locations. According to San Francisco Municipal Court, approximately 15 citations were issued to truck drivers during the first six months of 1987 for illegally driving on South Bayshore area residential streets; no violations were issued for through truck traffic on Third Street. As indicated by this information, in spite of these truck traffic restrictions, violations do occur but often are not cited, perhaps in part due to the difficulty of enforcing the restrictions.

Candlestick Park Traffic. Traffic patterns are greatly affected by events occurring at Candlestick Park, a 60,000+ seat sports facility which currently is home to the San Francisco Giants baseball and Forty Niners football organizations. Candlestick events attended by more than 15,000 spectators have substantial effects on the area bounded by Third Street, Jamestown Avenue, Gilman Avenue and the developed (eastern) portion of Candlestick Point State Park. Figure 3, next page, shows principle access routes to Candlestick Park stadium. In order to accommodate traffic volumes associated with large attendance events, one or both of the following adjustments typically are required for streets in the Candlestick vicinity (many of which are in residential neighborhoods) and those providing access to the freeways: streets are converted to one-way roadways favoring incoming cars prior to events, and favoring outbound cars following the events; and all on-street parking on some streets is prohibited to provide additional travel lanes. These practices make access to homes located on these streets extremely difficult.

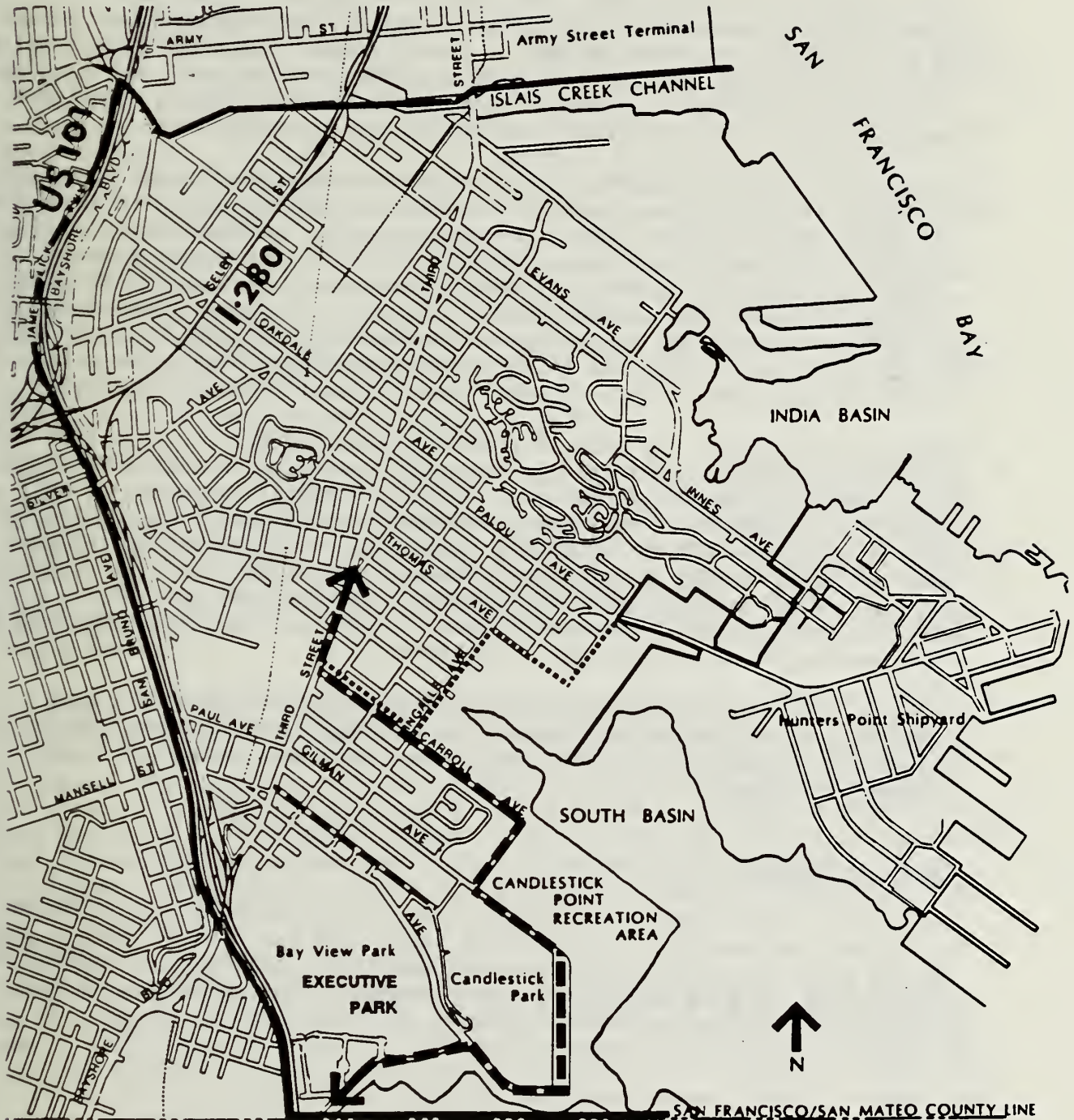
Transit. Both the San Francisco Municipal Railway (MUNI) and CalTrain provide transit service to the South Bayshore area. The closest access to CalTrain from the Plan area is the Paul Avenue station, near the intersection of Third Street and Paul Avenue; the Bayshore station is located just outside the Plan area near the intersection of Tunnel Road and Beatty Avenue. Train stops to and from the Paul Street station generally occur during the morning and evening commute periods; service to and from the Bayshore station is more extensive, providing stops outside of the commute periods as well. CalTrain is able to comfortably accommodate all ridership demand.

MUNI's 15-THIRD route serves as a "spine" into which other routes in the vicinity feed. Providing service along Third Street, it is classified as a "Downtown" route, connecting South Bayshore to downtown San Francisco, Fisherman's Wharf, the Balboa Park BART station and to City College of San Francisco, among other destinations. This route operates 24 hours a day, with buses running as frequently as every eight minutes during peak hours. As of April 1990, the 15-THIRD was the tenth most heavily used route in the MUNI system. MUNI surveys of this route indicate that the "Maximum Load Point" (the point along the route where buses typically carry the largest volume of passengers) is between downtown San Francisco and the CalTrain station at Fourth and Townsend Streets during the p.m. peak period, at which time it operates at Level of Service D. However, during the morning peak period, northbound buses are most crowded in the vicinity of Third Street near Hudson Avenue in the Plan area (Level of Service D). /d/

The 9X SAN BRUNO also is a Downtown route that serves the periphery of the South Bayshore Plan area. This route provides high-level weekday service; however, except for a short segment along Bayshore Boulevard in the Plan area, most service is provided along San Bruno Boulevard on the opposite side of US 101 from the Plan area.

Several "Crosstown" MUNI routes serve South Bayshore: 19-POLK, 23-MONTEREY, 24-DIVISADERO, 29-SUNSET, and the 44-O'SHAUGHNESSY. "Community Service"





South Bayshore Plan  
EXISTING CANDLESTICK PARK ACCESS STREETS AND TRUCK ROUTES

Figure 3  
89.120E

- ■ ■ Principal Candlestick Park Access Streets
- - - Candlestick Park Transit Priority and Local Access Street
- ..... Truck Route Serving Industrial Areas



routes serving the Plan Area and its more immediate vicinity are provided in the 54-FELTON, and 56-RUTLAND. The 54-FELTON reaches its maximum load point in the Plan area near the intersection of Newhall Street and Hudson Avenue in the afternoon, resulting in an LOS of C. The other routes experience maximum load factors outside the South Bayshore; within the Plan area, these routes are relatively uncrowded, although South Bayshore-bound riders experience congestion when riding these buses through other neighborhoods.

Parking. In addition to off-street parking associated with many commercial and institutional uses, metered and non-metered parking is available on-street throughout the Plan area. The most serious parking problems occur on the commercial section of Third Street between McKinnon and Thomas Avenues. A parking survey conducted in August 1987 indicates an average occupancy of about 90% between 10:00 AM and 3:00 PM, a substantial proportion of which is attributable to merchant and employee-owned vehicles occupying spaces well beyond the 60 minute time limit in effect in metered spaces. Generally, parking in residential areas is readily available within the same block.

Pedestrian Activity. The highest concentration of pedestrian activity in the South Bayshore area typically occurs on the retail section of Third Street, between McKinnon and Thomas Avenues. Unless sidewalks are occupied by pedestrians standing on the sidewalk waiting for buses or congregating for other reasons, pedestrian flows are unimpeded. Pedestrian crossings are sometimes hampered due to the width (80 feet curb-to-curb) of Third Street, particularly at unsignalized intersections. The incident rate of pedestrian-automobile accidents is highest for unsignalized intersections such as at Shafter/Third and Newcomb/Third Streets.

Nearly all the streets bordering the Candlestick Point State Park and Candlestick Park stadium lack sidewalks, forcing pedestrians to walk in travel lanes or drainage gutters. This decreases safety and comfort of these recreational trips.

#### Approvals Required

As stated in the Project Description, the project would include amendments to the Master Plan and City Planning Code and Zoning Map. These changes would be subject to action by the City Planning Commission; the Board of Supervisors would act on the Code and Zoning Map amendments. Both bodies would hold public hearings prior to taking action.

## ENVIRONMENTAL IMPACTS:

The South Bayshore Area Plan is primarily a policy plan, emphasizing social and economic considerations at least as much as land use. Many of the Plan's policies are directed toward economic revitalization, in addition to the kinds of physical changes that typically are the subject of the conventional environmental review process. Unlike other recently adopted area plans (e.g. South of Market, Van Ness Avenue, Rincon Hill) which are accompanied by comprehensive implementing rezonings, the South Bayshore Plan proposes relatively few zoning changes. Policy plans and rezonings are not development proposals. Therefore, the South Bayshore Plan's effects on the physical environment are analyzed in this document recognizing that the relationship between development and zoning is indirect. Zoning sets parameters for development with regard to use, building envelope, and other regulatory measures such as parking and open space. Market forces, such as demand for different kinds of space, financing, and the availability of such space based on current absorption and/or vacancy rates are the primary factors that dictate whether development is likely to occur.

This environmental review for the proposed Plan analyzes potential effects at a general, areawide level. It cannot, and is not intended to discover the localized impacts which could occur in connection with specific development which may be proposed in the future. Each such proposal (unless small enough to be exempt) will undergo site- and project-specific environmental review at such future time, which would include analysis of the full range of environmental issues in relation to existing conditions and South Bayshore Plan policies.

The proposed Plan and rezoning are intended to preserve existing patterns of land uses such as industrial and residential activities, while allowing buildout of uses within these areas. Certain areas, primarily the Candlestick perimeter, are proposed for rezoning from industrial to residential use districts. The impacts described below are probably overstated because (a) they are based on reasonable maximum buildouts, and (b) the analysis includes some residential development on certain sites no longer proposed for such development, particularly some of the Candlestick State Park perimeter area.

### Land Use

The project would generally maintain the existing pattern of land uses in South Bayshore, while permitting ongoing incremental buildout of vacant and underutilized parcels. The project would promote the following changes in land use through rezonings: from light industrial to residential, about 30 acres in the area generally enclosed by Van Dyke Avenue, Ingalls Avenue, and Fitzgerald Avenue; from light industrial, heavy commercial, or neighborhood commercial to residential, about 15 parcels on Thomas, Van Dyke, and Fitzgerald Avenues; from higher to lower intensity neighborhood commercial along Third Street; and from higher to lower residential densities on portions of Bayview Hill. All the proposed rezonings are from more to less intensive districts. Potential buildout of the proposed rezoning areas would result in



less intensive land uses than buildout under existing zoning; therefore future development under proposed zoning would generate less impacts than development under present zoning in most circumstances. Future development under proposed zoning is, however, compared with existing conditions in the following discussion.

To analyze the effects of potential future development under the proposed Plan, estimates were made by Planning staff of the maximum reasonable development which could occur in the next 10-15 years in the Plan area. Each major area subject to possible development was examined. Table 1, next page, presents a summary of new development potential in the South Bayshore area, based on vacant and underutilized sites which are considered likely candidates to be developed over the next ten to fifteen years.

The amount of development in Table 1 is intended to represent the maximum reasonable amount within the timeframe studied. Certain subareas or certain sites could experience somewhat more or less than the amount estimated; however, it is considered unlikely that the overall totals would be exceeded. The totals have been used to provide an indication of the kinds of environmental impacts that such development could generate. It should be remembered that most of the development shown in Table 1 would be private development which neither the Plan nor the City would provide. A certain amount of development would occur in the area with or without the Plan.

Table 1 indicates that about 3725 new dwelling units could be constructed in the South Bayshore Plan Area by the year 2005. The Plan calls generally for reserving industrially-zoned areas for industrial uses, although housing, which is a conditional use in such areas, would be considered on a case-by-case basis. Housing developments with an additional 700 housing units could theoretically be built on the Safeway and Lucky Lager sites and in East India Basin. However, that total number of units is not likely to be approved under the Plan.

Of the 3725 new dwelling units which could be added to the area, about 1200 can be directly attributed to the Plan, through rezoning of Candlestick Point perimeter property. The other 2525 units could be expected to be built with or without the South Bayshore Plan proposal, as ongoing buildout occurs of existing vacant sites. The total amount of new housing potential represents about a 45% increase over the existing 8,000 units in the area. The housing attributable directly to the Plan would constitute about a 15% increase over the existing number of units, and about an 11.5% increase over the potential total absent the Plan.

Potential new commercial square footage in the South Bayshore area could total nearly 3 million square feet over the next 15 years, approximately 25% more space than currently exists in the area. Nearly one-half of this total could be built in the approved Executive Park development near Candlestick Park. None of this development is attributable directly to the proposed Plan, and it is doubtful that a market will exist to generate this amount of commercial space in the area within the assumed timeframe. However, the impact analysis



Table 1  
Estimates of 10-15 Year Potential Maximum Development  
South Bayshore Plan Area

Area	Acres	Zoning		Potential New:		
		Existing	Prop.	Housing Units	Commercial Sq.Ft.	Jobs
State Park Perimeter . . . .	34	M-1,P	RH-2	1200	(-1,185,000) <sup>a</sup>	(-1580-4740) <sup>a</sup>
Bayview Hill . . .	33	RH-2,RM-1	RH-2	950	--	--
Safeway Site . . .	2.5	M-1	M-1	0-75 <sup>b</sup>	109,000	145-435
Lucky Lager Site .	6.5	M-1	M-1	0-190 <sup>b</sup>	227,000	300-900
East India Basin .	15	M-1	M-1	0-435 <sup>b</sup>	523,000	700-2100
Third Street . .	Scattered	NC-3	NC-2	775		
Infill Housing .	Scattered	RH-1/RH-2		200	--	--
Executive Park . .	52	C-2	C-2	600 <sup>c</sup>	1,434,000 <sup>c</sup>	5000 <sup>c</sup>
TOTALS				3725-4425	2,954,000	6145-8435

## NOTES:

- <sup>a</sup> Potential buildout and jobs under existing zoning which would be precluded under proposed zoning.
- <sup>b</sup> Potential housing units if Conditional Use authorization is received for such a proposal. Number of approvable units could be higher or lower for individual sites, but total for all three sites is not likely to be exceeded. As of May 1991 the Lucky Lager site has an environmental application on file for up to 300 units, while the Safeway site has been purchased by the Redevelopment Authority potentially to be used for a supermarket.
- <sup>c</sup> Based on approved buildout plans for Executive Park.

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has assumed this maximum reasonable amount of new construction to ensure that any potential resulting impacts are addressed.

Much of the new commercial space and the population which the new housing could accommodate, while constituting an increase over recent levels, would also represent a return toward historic peaks in the area. For example, the population increase predicted to occur by the year 2005 would bring the total area population approximately to the 1970 level (about 28,500), and would still be well below 1950 and 1960 levels (56,500 and 37,700 respectively).

Thus, in general, this increase in population and commercial development can be accommodated in the area without generating significant adverse impacts because the area's infrastructure has historically supported similar or greater development activity.

The additional housing and commercial development, if realized, would occur incrementally over a 15-year period. The average annual increment would be about 240 housing units and about 200,000 square feet of commercial space. These figures are averages only; actual annual increments would range higher or lower over various years. It is not possible at a program-level analysis such as this to be more precise. These figures are sufficient for the purpose of providing a reasonable projection of potential environmental impacts, which are presented in applicable sections following.

The buildout of vacant and underutilized land would occur mostly in areas already zoned for such anticipated development, consistent with existing uses. In such areas, no substantial impact on the existing character would occur. In the Candlestick Point perimeter area, zoning would permit residential uses in an area with scattered existing industrial uses. While residential buildout in that area would represent a change of character, it would not constitute a substantial adverse land use impact, as the area is largely vacant and the scattered existing industrial uses appear marginal. The proposed Plan and rezoning would not disrupt or divide the physical arrangement of the established South Bayshore area. Rather, the Plan seeks its goal of stimulation of social and economic revitalization while maintaining conformity with existing land use patterns.

#### Visual Quality

The existing scale and visual character of the South Bayshore is characterized by low rise structures, both residential and commercial/industrial, often of more recent construction than other areas of San Francisco. The proposed Plan and zoning would not, by itself, result in any demonstrable, negative aesthetic effects. A portion of Third Street is proposed for rezoning to a Height and Bulk District of 40-X from 105-A, which would considerably lower allowable heights of new development to better conform to existing development. In the rest of the area, the existing predominate 40-foot height limit would remain.

Proposed zoning changes for Third Street, Bayview Hill, and certain pockets of residential development in mixed use areas would allow a lower intensity of new development than current zoning, more in keeping with existing visual character. Proposed downzoning of Bayview Hill from RM-1 to RH-2 and reduction of height limits on the hill from 40 feet to 32 feet (with conditional use authorization required for heights between 32 and 40 feet) would help prevent overbuilding and better enable future development to conform to natural contours of the hill. Under the proposed Plan and zoning, therefore, new development on the Hill would not substantially degrade or obstruct views from Bayview Hill Park.



Numerous proposed Plan policies are intended to directly enhance visual quality of the area. These policies include buffering and better delineation of boundaries between residential and industrial areas; specific urban design concepts and guidelines for Third Street revitalization; development of more effective physical maintenance programs for housing projects; promotion of more attractive industrial building designs; and promotion of the positive visual features of the district. The proposed rezoning of the perimeter of Candlestick Point State Recreation Area is intended, in part, to attract more supportive and visually compatible land uses adjacent to that recreational/open space facility.

Actual future proposed development projects of a scale sufficient to potentially influence visual quality would be subject to environmental review and City Planning Department design review on a case-by-case basis, at which time urban design and visual quality issues would be examined in relation to South Bayshore Plan policies and existing conditions.

Based on the above analysis, it is concluded that the proposal would not generate substantial, demonstrable negative aesthetic effects.

#### Population

The proposed controls are intended to shape the demand for housing growth presently occurring in the district in order to revitalize commercial development, and to maintain and protect industrial development. Nothing in the Plan or its implementing activities would cause substantial displacement of people or jobs. On the contrary, the Plan contains strong affordable housing and local resident priority requirements for proposed new residential construction of ten or more units to avoid potential displacement of existing residents. The proposal would not create a demand for housing or reduce housing supply.

Under the Plan, existing housing demand would be accommodated through buildout of areas currently zoned for housing and the Candlestick Point perimeter areas proposed for rezoning from industrial to residential uses. In all, a reasonable maximum of about 3825 new housing units could be built by the year 2005. These units could provide housing for about 9,020 people, about a 42% increase over existing population. While a notable increase, the accommodation of this demand for housing in the South Bayshore would not constitute a significant impact because the infrastructure of the area can support considerable increases in population; because the population growth would be spread over a relatively large area and would occur incrementally and in response to market forces over at least a 15 year period; because the existing low density character of the area will permit this level of new development to occur without the congestion and concomitant impacts which might occur (for example) in higher density areas of the city; and because the resulting population and population density would still be considerably below historic levels in the district and existing levels in most other areas of the city.

Transportation

The following analysis is based on a transportation study conducted by the Department of City Planning Transportation Section, dated September 1990, available for public review at the Office of Environmental Review, 450 McAllister Street, San Francisco. The development potential analyzed in that study consists of more development than is contemplated in the current South Bayshore Plan Proposal for Adoption, dated April 1991, and therefore overstates transportation impacts. That is, actual impacts associated with the April 1991 proposed South Bayshore Plan would result in somewhat lesser impacts than described below.

The transportation analysis provides a general quantitative overview of impacts associated with potential development of sites most likely to be developed under the proposed South Bayshore Plan in the next 10 to 15 years, as presented in Table 1 (page 13). Due to the relatively large area over which this development could occur and different combinations and intensities of development that may actually be proposed in the future, the analysis cannot account for every potential transportation impact. As a result, specific development proposals will be subject to separate environmental review. This analysis may overstate impacts, as it assumes there would be fairly intensive redevelopment of the potential sites, and that impacts generated by all the potential development would occur by year 2000.

The transportation analysis was conducted using trip generation rates developed from studies of land uses similar to those existing in the Plan area, and regional travel data provided by the Metropolitan Transportation Commission. Travel was assigned to specific roadways within the Plan area based on the shortest travel route. Review of traffic counts for the Plan area indicate that peak traffic conditions generally occur during the afternoon commute period. The traffic analysis therefore focusses impacts generated by the proposed South Bayshore Plan during the p.m. peak hour (4:30-5:30 p.m.). Analysis of other types of transportation impacts focus on time periods during which those impacts would potentially be most severe.

Traffic Impacts. Traffic impacts at five key intersections, as shown in Table 2, were calculated based on the addition of new traffic volumes to existing volumes, which were identified through traffic counts maintained by the Department of Parking and Traffic, and the Department of Public Works Division of Traffic Engineering. These intersections are believed to be representative of p.m. peak traffic conditions on major South Bayshore roadways.

The intersection levels of service (LOS) representing cumulative impact conditions for year 2000, as presented in Table 2, result from a combination of project-related traffic with general background traffic unrelated to the project. As indicated, all five intersections analyzed would operate at acceptable levels of service (LOS A through D) when considering only the impacts of project-related travel. When also accounting for growth in background traffic, four of the five intersections would continue to operate at acceptable levels of service. The Bayshore Blvd./Industrial Street/Aleman



Blvd. intersection, while not experiencing a major increase in traffic over existing conditions, would operate at LOS E, representing poor operational conditions. Mitigation measure 1 (page 32) regarding construction of a new I-280 interchange near Evans Avenue and Toland Street would improve the level of service of the Bayshore/Industrial/Alemaný intersection to LOS D or better under future travel conditions.

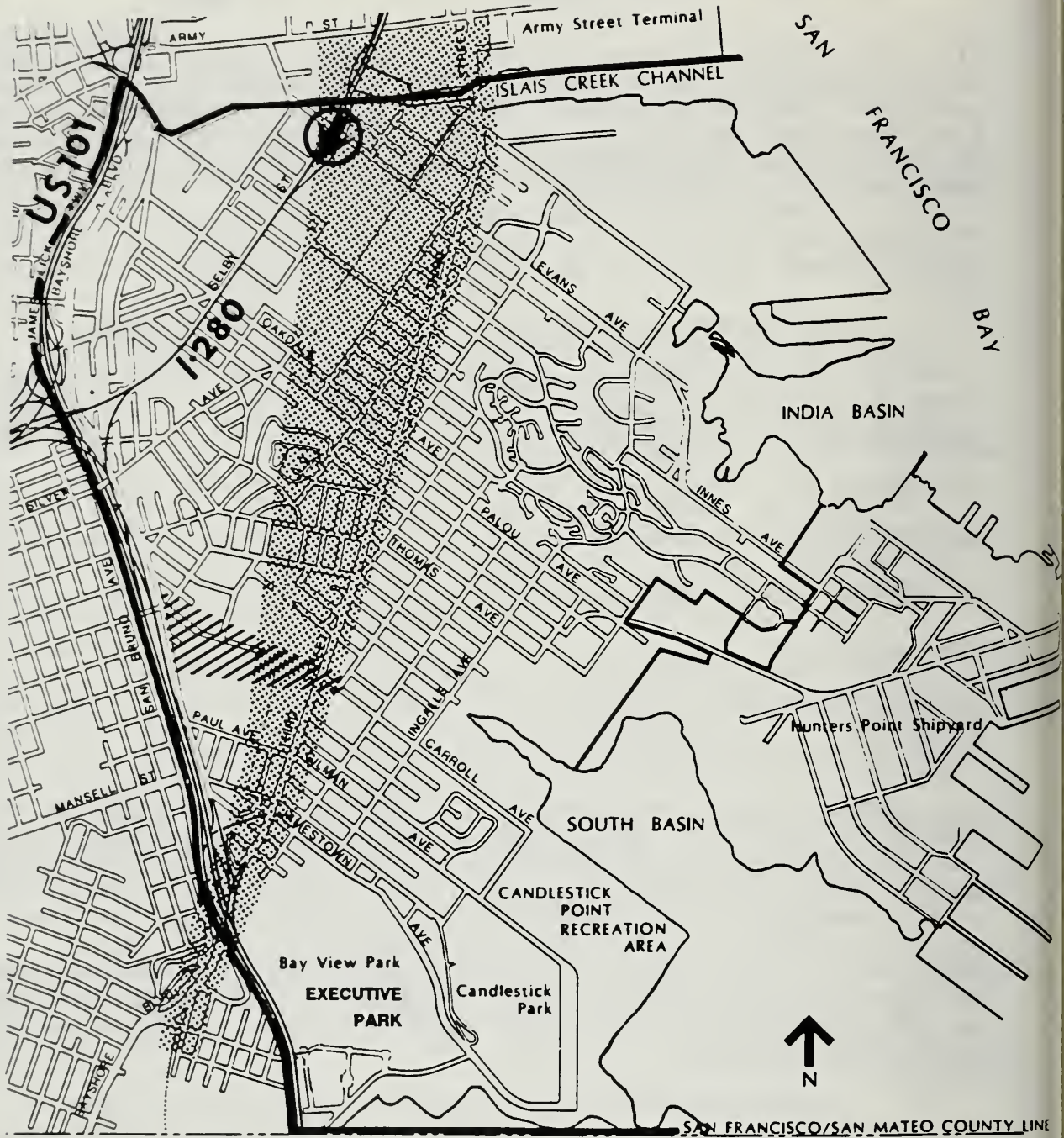
Table 2

## INTERSECTION VOLUME/CAPACITY AND LEVEL OF SERVICE IMPACTS

INTERSECTION	EXISTING (1990)		EXISTING+PROJECT (2000)		CUMULATIVE (2000)	
	V/C	LOS	V/C	LOS	V/C	LOS
Third/Evans	0.54	A	0.65	B	0.69	B
Third/Oakdale	0.39	A	0.53	A	0.57	A
Third/Gilman/Paul	0.46	A	0.61	B	0.66	B
Third/Jamestown	0.32	A	0.63	B	0.68	B
Bayshore/Industrial/ Alemany	0.82	D	0.84	D	0.92	E




Truck Traffic Impacts. While most development potential associated with the Plan is residential use, some commercial/industrial development also would likely occur, which may generate an increase in truck traffic. Mitigation measure 1 (page 32) would reduce truck travel on surface streets in the Plan area. Given complaints from various community groups regarding the existing problem of excessive truck traffic, the following additional items are proposed in the Plan to formally identify improvements that should be sought for the South Bayshore area; at this time, however, there is no established implementation schedule for these activities. A summary below is provided for informational purposes.

- o (Transportation Objective 1, Policy 1, Implementation Action 2): Improvements on Carroll Avenue, portions of Ingalls Street, Thomas Avenue and Griffith Street as truck-serving streets.
- o (Transportation Objective 1, Policy 1, Implementation Action 3): Construction of an east-west industrial roadway between Third Street and Bayshore Boulevard. This measure would allow the existing truck route on Carroll Avenue to be extended westward above or below the Southern Pacific railroad tracks. This alternate route would allow trucks to more easily be directed away from residential streets and portions of Third Street south of Carroll Avenue. Figure 4 shows the general area where such a roadway extension should be considered.



South Bayshore Plan  
PROPOSED MAJOR TRANSPORTATION IMPROVEMENTS

Figure 4  
89.120E

-  Proposed Islais Creek Interchange
-  Possible Rail Transit Corridor
-  Possible East-West Roadway Between Third Street and Bayshore Boulevard



- o (Transportation Objective 1, Policy 1, Implementation Action 4): Improvements at the intersections of Army/Evans, Army/Pennsylvania, and Army/Third to better accommodate truck turning movements.

Candlestick Park Traffic Impacts. If it is assumed that the same number of regularly-scheduled sports events continue at Candlestick Park stadium, in addition to other special events, traffic impacts would be similar to those that currently occur before and after events. (It is uncertain, however, whether the frequency of events will remain the same in the future, due to statements made by the San Francisco Giants of their intent to move the baseball organization out of the City.)

Given that the South Bayshore Plan proposes new residential development opportunities near Candlestick Point State Park and continues to allow development potential in the Executive Park and Bayview Hill areas, new residents there would be subject to the inconveniences and other impacts posed by Candlestick traffic circulation patterns.

The South Bayshore Plan includes a number of recommendations (Transportation Objective 2, Policy 6, Implementation Action 1) that would support increased transit service, improve traffic circulation, and promote community/government coordination to help relieve existing transportation problems associated with large attendance events at Candlestick Park stadium. Such improvements also would make the new housing development opportunity in the area, as proposed in the Plan, more attractive. They are summarized below:

- o Encourage the use of public transit to and from Candlestick Park by providing transit access priority on Ingerson Avenue between Candlestick Park and Third Street, and through educational and marketing campaigns by event sponsors and regional transit operators.
- o Encourage increased use of the I-280 freeway for regional access to and from Candlestick Park as an alternative to U.S. 101 freeway, through new signage and educational campaigns by event sponsors.
- o Encourage Candlestick Park automobile traffic to use non-residential streets and prohibit it on residential streets, through use of new signage, roadway improvements and police traffic control. Ensure land uses along those non-residential streets are not incompatible with heavy traffic volumes generated by stadium events.
- o Coordinate transportation plans for Candlestick Park with State Department of Parks and Recreation plans for the Candlestick Point State Recreation Area in order to maximize the compatibility of these two recreational facilities.
- o Assure that future residential development on Bayview Hill and near Candlestick Point State Park is designed to provide adequate access to residences on Candlestick Stadium event days.

In addition, the Plan supports the coordination of transportation planning for new residential development near Candlestick Stadium with transportation improvement efforts currently being addressed by the Candlestick Park Transportation Task Force (Objective 2, Policy 2, Implementation Action 3).

Transit Impacts. Residential development potential in the Plan area would generate the majority of new transit demand; however not all the residential sites (particularly in the Candlestick Point and Bayview Hill areas) would have easy access to existing transit. Thus, extensions of existing routes or new service may be warranted in the future, if development occurs in those locations. Service extensions into the Candlestick Point area, for example, may be able to be provided via changes to the existing 29-SUNSET route, conditioned on demonstrated ridership demand increases and available public funds to implement such a service extension. Other route changes could similarly be considered. The Plan includes various implementation actions to improve and expand public transit service in the South Bayshore area, as summarized below:

- o (Objective 2, Policy 2, Implementation Action 1): Establish a team of City staff persons from MUNI, the Departments of Parking and Traffic and City Planning, and other appropriate agencies to take a comprehensive examination of public transit improvements in the southeast corridor of San Francisco.
- o (Objective 2, Policy 2, Implementation Action 2): Establish a representative citizen committee from the southeast to assist in evaluating transit improvement alternatives.

The MUNI route likely to receive the greatest increase in ridership is the 15-THIRD line between South Bayshore and downtown San Francisco. If it is assumed that residents from the housing opportunity areas identified in the Plan used MUNI, there could be an additional cumulative demand (project-related, plus background growth) during the morning peak hour on the 15-THIRD of up to 500 trips in the year 2000. This ridership increase projection is conservative, i.e. it tends to overstate ridership demand, because not all housing areas are readily accessible to the present 15-THIRD route (or other MUNI routes). If the maximum increase in transit demand materialized and there were no increase in service on this line between 1990 and 2000, passenger/seat ratios at the maximum load point within the Plan area would decline from the existing 1.07 (LOS of D) to 1.95 (LOS of F); LOS of F represents extremely crowded conditions. Transit ridership demand during the p.m. peak hour would be similar to the number of trips generated in the morning; however, operating levels of service would remain at acceptable (LOS of D or better) because there is adequate capacity available on southbound 15-THIRD buses during this time.

Although MUNI's objective is to provide additional transit service to respond to demand, there is no guaranteed funding that can be identified at this time that would be available to provide increased service should the potential transit demand described above be realized. Historically, MUNI's operating



funds have come from State and Federal mass transit programs and from the City's general fund. In addition, the City provides transit funding from the Transit Impact Development Fee (TIDF). The TIDF is required for the development of large office buildings in the downtown area, to supplement MUNI's operational budget for accommodating increased transit demand on routes serving the downtown. The 15-THIRD route is a downtown-serving route and would be eligible for TIDF funding.

Caltrans, current operator of the CalTrain Peninsula Commute Service, together with MUNI recently initiated a program that allows riders with MUNI Fast Passes to ride free within San Francisco. The intent of the program is to encourage increased use of the Paul Street and Bayshore stations, which are within or adjacent to the Plan area. Should future transit demand on the 15-THIRD route result in low passenger comfort levels, CalTrain could become a more attractive transit alternative for trips between the South Bayshore area and the downtown.

The potential growth in ridership demand for MUNI service on the 15-THIRD during the a.m. peak hour would warrant consideration of other transit options to meet the associated service requirements. Caltrans has studied and/or proposed other improvements, as discussed in the CalTrain Short Range Transit Plan 1990-1999, which would benefit potential South Bayshore riders:

- 1) In concert with the Peninsula Corridor Study Joint Powers Board, an extension of CalTrain service from the current terminal at Fourth and Townsend Streets to downtown San Francisco is being evaluated and an Environmental Impact Statement is being prepared. If such an extension is implemented, South Bayshore residents and employees would benefit from improved access to the downtown, which would make CalTrain a more viable transit alternative than currently. It also would be available to relieve future excess ridership demand that may occur on the 15-THIRD MUNI route.
- 2) Increase off-peak service, and provide an additional station in the vicinity of Palou/Oakdale Streets, which would increase CalTrain access to South Bayshore in particular.

In addition, other major transit improvements have been suggested for the South Bayshore corridor. These include co-use of the CalTrain right-of-way to allow development of expanded local transit service that would be in addition to regional commute service currently provided. Use of the corridor has also been discussed for electric-powered light rail service to replace present diesel train service. In any case, a corridor study is being initiated by the City to further examine these and other options. Figure 4, p. 22, shows one possible corridor location through the Plan area that would be evaluated in the study. The South Bayshore Plan supports the commitment of city staff to work with a citizen committee dealing with comprehensive public transit issues in the South Bayshore to initiate such a study (Transportation Objective 2, Policy 3, Implementation Action 1). Furthermore, the Plan also includes recommendations (Transportation Objective 2, Policy 3, Implementation Action

2) to examine opportunities for linking a light rail extension with regional transit systems.

Impacts on other MUNI routes would be less severe and would not exceed the MUNI passenger load standard of 1.25 passengers per seat. Since the maximum load points on the 24-DIVISADERO and 44-O'SHAUGHNESSY routes are located some distance from the Plan area, these routes would not be as directly impacted by development potential in the South Bayshore. Increased development at Executive Park would increase ridership on the 56-RUTLAND line, a service which is currently underutilized, and which therefore would not be subject to significant impacts associated with the project.

Parking. Revitalization of retail activities along Third Street would be likely to generate an increased demand for parking. Two approaches for increasing utilization of existing parking facilities to minimize or eliminate those potential parking impacts are proposed as Implementation Actions in the South Bayshore Plan:

- o (Objective 2, Policy 4, Implementation Action 1): Establish weekday use of church parking lots. Such arrangements would require joint agreements between the churches and users.
- o (Objective 2, Policy 4, Implementation Action 2): Improve enforcement of existing on-street parking regulations by limiting merchant/employee occupancy of spaces beyond specified time limits, thus availing spaces to visitors to the area.

Parking in residential areas is assumed to largely be provided for in off-street parking facilities associated with new residential development. On-street parking in most residential neighborhoods is available to accommodate parking demand such as that caused by visitor parking. In addition, more on-street parking capacity could be created on streets that are wider than 47 feet (curb-to-curb) through the provision of 90 degree perpendicular parking, and which are not located along a MUNI bus route.

Pedestrian and Bicycle Impacts. Increased activity on Third Street would increase pedestrian and bicycling activity in the Plan area. The Plan includes a policy to create a comprehensive system for pedestrian and bicycle circulation (Transportation Objective 2, Policy 5). Implementation Action 1 under that policy calls for city coordination to design a pedestrian and bicycle circulation system that provides maximum convenience to residents and visitors. Through that process, a number of improvements may be evaluated in concert with revitalization of Third Street retail and commercial activity. They could include consideration of additional traffic signals at currently unsignalized intersections along Third Street to reduce the number of pedestrian-automobile accidents; and sidewalk widenings where warranted along Third Street. Also, construction of wider street median islands could be considered for portions of Third Street providing left turn lanes, which would provide a mid-street refuge if needed for pedestrians or cyclists unable to cross the full width of Third Street. While the above measures are not



required to mitigate specific environmental impacts, they could help to provide balance by enhancing pedestrian/cyclist circulation in an area currently dominated by motorized vehicle circulation.

### Noise

Any development that could occur under the proposed Plan would be subject to operational noise requirements of the San Francisco Noise Ordinance. The Ordinance also establishes noise emission standards that govern equipment uses during construction. Residential development is subject to noise insulation requirements contained in Title 24 of the California Administrative Code, implemented by the Bureau of Building Inspection during the building permit plan check process.

Noise impacts in urbanized areas are dominated by vehicular traffic. A doubling of traffic volumes is normally necessary to produce a detectable increase in noise levels to the human ear (3 dB). Increases in traffic projected to occur in the South Bayshore area would generally not approach this level with the exception of areas currently undeveloped or sparsely developed, such as Bayview Hill and Candlestick perimeter. These areas would experience an increase in traffic noise. The resulting noise, while greater than current levels, would be typical for low to moderate density residential areas and would not be considered a significant impact.

The proposed Plan contains policies intended to reduce the existing problem of truck traffic noise intrusion in residential areas. These policies include supporting the following improvements: construction of the Islais Creek interchange to I-280, construction of Carrol Avenue west of Third Street, and improvement of the Army/Evans, Army/Pennsylvania, and Army/Third Street intersections to better accommodate turning trucks.

The proposed rezoning of Candlestick Point perimeter for residential use would expose future resulting housing to existing truck traffic noise from the Ingalls Avenue truck route. At the same time future local truck traffic to the rezoning area could be reduced to the extent the proposed shift from industrial to residential use occurs. Individual housing built along Ingalls Avenue would be required to insulate against ambient noise levels to Title 24 standards. As an additional measure, new development could utilize backing lot treatment along Ingalls Avenue with soundwalls (Plan, page 10).

While some new residential development which could occur under the proposed Plan would experience truck traffic noise, thereby increasing population exposure to this noise, required insulation of these housing units would avoid a significant noise impact.

### Air Quality/Climate

Motor vehicle exhaust emissions would be the primary source (over 90%) of air pollutants in the Plan area. Emissions would be generated by project-related

traffic, and by combustion of natural gas for building space and water heating. Emissions also would add to carbon monoxide concentrations at congested intersections. However, potential development under the Plan would contribute less than one percent of the transportation-related emissions inventory for San Francisco in 2000, the threshold established by the Bay Area Air Quality Management District defining a potentially significant impact on air quality./f/

Based on the traffic increases analyzed at the five critical intersections discussed in the transportation impacts section above, there would be no violations of curbside carbon monoxide standards./f/

New development in the Plan area would cast shadows and could affect ground-level windspeeds. Individual development proposals that are submitted for city review and approval would be subject to separate environmental review to assess the magnitude of those impacts, based on the building design proposed. It is unlikely, however, that such new development would have significant wind or shadow impacts, since retention of existing height limits, or revised height limits as proposed in the South Bayshore Plan would maintain a generally low building scale.

#### Utilities/Public Services

Service providers were contacted regarding the implications of the physical changes proposed by the South Bayshore Plan. These changes are primarily contemplated for Bayview Hill, Candlestick Point perimeter and the Third Street corridor.

Fire: Adequate Fire Department response exists in terms of staffing and equipment /f/. Water supply is addressed below, under "Water." Street access to undeveloped areas such as Bayview Hill would be provided as a normal part of the subdivision process at such time subdivision is proposed.

Police: The South Bayshore area is presently served by the Potrero Police District, which is one of the busiest in the City. The increase in population projected under the proposed Plan would lead to an 11 percent increase overall in the Police District and would require approximately 12 additional officers and two sergeants (at a cost of approximately \$1.3 million to avoid deterioration of service and to handle the expected increase in parking, traffic, new business, increased trips to the area, and other police affairs /g/. Augmentation of police services would need to be considered after the area contained sufficient new residents to so warrant.

Water: Residential development contemplated for areas that are less than 100 feet in elevation would be adequately served by the University Mound Reservoir. For areas that exceed 100 feet in elevation (particularly the Bayview Hill area), there are implications regarding the ability of the existing system to adequately pump water and provide sufficient water



pressure. These areas would need "moderately expensive" infrastructure to serve new residences. Normally such costs would be borne by developers at the time specific subdivision is proposed. /h/

Schools: Several underutilized school facilities exist in the South Bayshore area, which are currently used as offices, staging sites, and the like. Therefore, an increase in the student population would likely be adequately served by reconversion of these existing facilities. Specific needs would be assessed by S.F. School District planning staff at the time buildout created demand, and information became available regarding various factors that affect enrollment (size of each dwelling unit, cost of new housing, birth rates, immigration, etc.). /i/

The Bureau of Building Inspection collects a developer's fee, established by State legislation, for school district use. Residential projects that increase the habitable area are assessed a San Francisco Unified School District fee of \$1.50 per square foot. Commercial projects that result in any increase to a commercial use are assessed 25 cents per square foot.

Clean Water/Sewer: A new sewer system and some enlargement of the existing system would be needed to serve the Bayview Hill and Candlestick Point perimeter areas /j/. The actual cost and specific potential effects cannot be evaluated without more specific information, which would be forthcoming at the time specific development projects are proposed. The environmental review for such proposals would detail this information at that time. The increase in development along the Third Street corridor would probably be sufficiently served by the existing sewer system.

Parks/Recreation: The South Bayshore area is relatively well endowed with park and recreation facilities. According to the Recreation and Open Space Element of the Master Plan, virtually all residential areas in the district are served by public open space. However, in recognition of greater need by lower-income, minority residents, Hunters Point is designated as a priority area for creating new open space and making recreation improvements to existing facilities.

Both Bayview Hill Park and Candlestick Point State Recreation Area are considered underutilized and, in combination with numerous local parks in the area, would sufficiently provide recreational opportunities for the potential new population in the South Bayshore area. The low density, detached housing typical of the district affords greater opportunities for private yard activities than higher density areas of the city.

The Recreation and Park Department considers Bayview Hill to be valuable open space because of the views and existence of natural habitat /k/. Bayview Hill is included in the funding category of "Significant Natural Areas Banking" in the open space fund budget for FY 1990-91 (although no specific parcels are targeted for acquisition). Development on steeply sloping privately owned sites might or might not erode the quality of present and future adjacent parkland on the hill, depending on its quality

and sensitivity to natural features. Such future development would be subject to environmental review at the time proposed to discover possible impacts and mitigation measures.

The reduction in allowable zoned density proposed by the Plan would more readily permit development of future residences on the flatter, lower, less sensitive areas of the hill. Proposed lowering of height limits from 40' to 32' (32' to 40' only with conditional use authorization) would permit greater maintenance of existing views from Bayview Hill Park. The opportunity exists to provide better access, both vehicular and pedestrian, to Bayview Hill Park through conditions of approval of surrounding future development.

Gas and Electric: Electrical and gas facilities sufficient to serve potential new development under the South Bayshore Plan are either in place or could be readily extended, according to Pacific Gas & Electric.

### Biology

Most of the South Bayshore district lands have been disturbed and/or built upon, effectively destroying native plant species and native animal habitat. However, some pockets of natural areas remain, most notably on Bayview Hill. Bayview Hill is a part of the Santa Cruz Mountain range which terminates at the Golden Gate. It consists of grasslands and treelands on a Franciscan bedrock complex including chert, related to but distinct from other such now-rare hill habitats in San Francisco and the northern Peninsula including McLaren Park and San Bruno Mountain.

No formal biological resource survey of Bayview Hill is known to have been conducted. The area is listed in the State's Natural Diversity Data Base inventory as possible location for Helianthella castanea (Diablo rock rose), Orthocarpus floribundus (San Francisco owl's clover), Lichnanthe ursina (Pacific sand bear scarab beetle), and Icaricia icarioides missionensis (Mission Blue butterfly). The scarab beetle inhabits sand dunes and is therefore not likely to be present in the Bayview Hill area. The Diablo rock rose is known to have been present on Bayview Hill but has not been observed there since 1920; however, it is presumed extant. Potrero Hill historically contained owl's clover but the plant has been extirpated there, having last been observed in 1881. Small populations are located in the Presidio, Point San Bruno, and possibly other scattered sites. It is not known whether specimens are present on Bayview Hill. A casual survey of Bayview Hill by the California Native Plant Society revealed an abundance of Lupinus albifrons Bentham var. collinus Greene, food for the federally listed Mission Blue butterfly, and Viola peduncula Torrey & Gray, host for the callipe silverspot butterfly, a candidate for federal listing. Other species which provide nectar for the Mission Blue butterfly were also observed. Neither butterfly is known to inhabit or use the hill, both being more associated with San Bruno Mountain. However, the Mission Blue was recently (1988) and unexpectedly found to be present in the southern part of McLaren Park near Geneva Avenue.



Therefore, given the presence of host plants on Bayview Hill, the presence of these butterflies must also be considered a possibility.

According to the Native Plant Society, Bayview Hill also contains three large populations of the uncommon Collinsia franciscana Bioletti, a species which ranges from here to Monterey County, but which is not known to occur anywhere else in San Francisco.

Bayview Hill represents one of the few remaining fragments of the Franciscan chert grassland biological community. The full extent of its resources is not known in the absence of complete biological and botanical surveys. Existing threats to any rare or endangered plants and animals which may be present in the area include trampling by persons and domestic animals, rodents, invasion by exotic plant species, slope erosion, and housing development. Development can directly obliterate plants and animal habitat, and can indirectly destroy plants and animal habitat due to increased erosion, runoff, and other changes to the conditions necessary for species survival. Other types of land uses, such as illegal dumping and trampling by people and pets, can have the same effect.

Lands along the crest of Bayview Hill are within Bayview Park, a city-owned park protected from private development. The Recreation and Park Department is studying the area for possible expansion of the park. Land on the north and west side of the hill is in private ownership and has been zoned for residential use at least since 1960.

The South Bayshore Plan recognizes the potential biological resources of Bayview Hill and contains policies and measures designed to minimize impacts of continuing residential buildout of the area. The Plan calls for environmental review to be conducted at the initial subdivision phase, along with Master Plan compliance review, to determine whether or not any geological hazards or significant natural habitat areas exist. Plan Implementation Action #4, Housing Objective Policy 3, would require environmental review of all subdivision applications and to develop effective mitigation and/or conservation measures should geologic hazards or significant natural habitat areas be found. Such environmental review would discover the Hill's resources in a manner consistent with California Department of Fish and Game and California Native Plant Society guidelines and would put the burden of surveying, reporting, and protecting potential resources upon those proposing development in the area.

Urban Design Objective 1, Policy 1 of the Plan includes the following:

"Encourage development of vacant portions of Bayview Hill with appropriate residential densities to accent boundaries of the Park and provide the population and economic justification for scheduling improvements for the Park, consistent with protection of natural habitat areas and geological and slope constraints....Any access road should be aligned to avoid geologic hazards and enhance protection of significant natural areas."  
(Urban Design Objective 1, Policy 1 (Bayview Hill Park))

The South Bayshore Plan proposes rezoning portions of Bayview Hill now zoned RM-1 (Mixed Residential, Low Density) to RH-2 (House, Two-Family), representing an approximate halving of the potential number of new dwellings (RM-1 allows one dwelling unit for every 800 square feet of lot area as a matter of right; RH-2 allows two units per lot or a maximum of one unit for every 1,500 square feet of lot area with conditional use authorization). The Plan also proposes lowering the height limit from 40' to 32' (with heights up to 40' allowable only with conditional use authorization from the City Planning Commission) in this area. The reduced density, in combination with the Plan policies stated above, could reduce impacts on biotic resources compared with unconstrained development under existing Plans and zoning. Fewer allowable dwelling units increases the flexibility to avoid critical habitat areas.

Individual development proposals requiring permits would, under the Plan, need to provide plant and animal surveys prior to completion of environmental review process. If an endangered or candidate species were discovered, either appropriate mitigation would be included in the project or an environmental impact report would be prepared on the project.

In February 1991 an Environmental Evaluation application was received for a proposed 520-lot subdivision on approximately 30 acres on the north slope of Bayview Hill. The project sponsor has been advised that an environmental impact report will be necessary and that (among other information) a detailed plant and animal survey of the site will be required, conducted at a time, or times, to enable positive identification of any plant and animal resources on the site, or to confirm their absence from the site.

Based on the South Bayshore Plan's proposed protective policies and requirements, lowering of allowable densities, and the requirement for those proposing individual developments to survey biotic resources and mitigate impacts, it is concluded that adoption and implementation of the Plan would not cause significant adverse impacts upon biotic resources.

#### Geology/Topography

South Bayshore area lands are composed of three basic categories. The hills are underlain by Franciscan group rocks, including serpentine, chert, and others. Flatter areas near the Bay consist of artificial fill, most of which was placed in the late 19th and early 20th Centuries. Particularly large areas of fill are found around the old Islais Creek area, south of the present Islais Creek channel and extending westward to the James Lick Freeway, and southeast approximately along Evans Avenue to Hunters Point, and around South Basin to Candlestick Point. Flatter areas not consisting of fill are composed largely of Quaternary deposits consisting of bay mud, unconsolidated sand and clay, alluvium, and slope debris.

No active faults are known to exist within San Francisco, but several are nearby. These include (at their closest distance to downtown San Francisco) the San Andreas fault, about nine miles southwest of downtown; the Hayward



fault, about nine miles northeast of downtown; the Seal Cove-San Gregorio fault, about 20 miles west of downtown; the Calaveras fault, about 22 miles east of downtown; the Concord Fault, about 25 miles northeast of downtown; and the Rodgers Creek fault, about 25 miles north of downtown. Both the San Andreas and Hayward faults have histories of earthquake activity affecting San Francisco. After the October 17, 1989 Loma Prieta earthquake, and based on the most recent available information and knowledge, the United States Geological Survey estimated that the probability of a major earthquake (R 7.0 or larger) affecting San Francisco sometime during the next 30 years is 67%, or 2:1.

Groundshaking intensity caused by earthquakes is the major cause of damage to the built environment. The large earthquakes most expected in the S.F. Bay Area during the next 30 years would cause considerably more ground shaking in San Francisco than the October 17, 1989 Loma Prieta earthquake. At particular locations in the South Bayshore area, the level of groundshaking would be even stronger because of the underlying geologic materials. The most groundshaking would occur in Bay fill areas on poorly engineered landfill; the least shaking would occur on bedrock; and dune sand and alluvial soils would be somewhere in between. Figure 9, next page, provides a generalized estimate of future ground shaking intensity in a great, 1906-type earthquake.

In addition to ground shaking, the seismic phenomena known as liquefaction and subsidence can occur during an earthquake. Liquefaction is a form of ground failure that occurs when areas underlain by thick deposits of water-saturated unconsolidated sand and mud become liquefied during strong seismic shaking. This can cause structures to tilt or sink, frequently resulting in collapse. In both the 1906 and 1989 earthquakes, liquefaction and rapid subsidence in San Francisco caused buildings to settle and crack, and water mains, pipes and underground utilities to break in areas that were constructed on fill. Local streets and curbs buckled or cracked from lateral spreading caused by liquefaction or rapid subsidence. Portions of the South Bayshore area subject to liquefaction are shown in Figure 10, page 35. The same areas are generally subject to subsidence (ground sinking due to settlement) during an earthquake. Subsidence occurs in loosely compacted soil and is often caused by liquefaction.

Other possible hazards resulting from an earthquake in San Francisco include unchecked fires that could lead to uncontrolled conflagration; hazardous material releases; reservoir failure; landslides; and tsunamis.

During the October 17, 1989 earthquake, the low-pressure domestic water supply system mains ruptured in 150 locations. Water main ruptures can be expected in future major earthquakes, particularly in those areas of the South Bayshore area which are prone to liquefaction and subsidence.

An earthquake-generated release of hazardous material into the environment could cause a multitude of problems. Although hazardous material incidents can happen almost anywhere, certain areas are at higher risk. Facilities



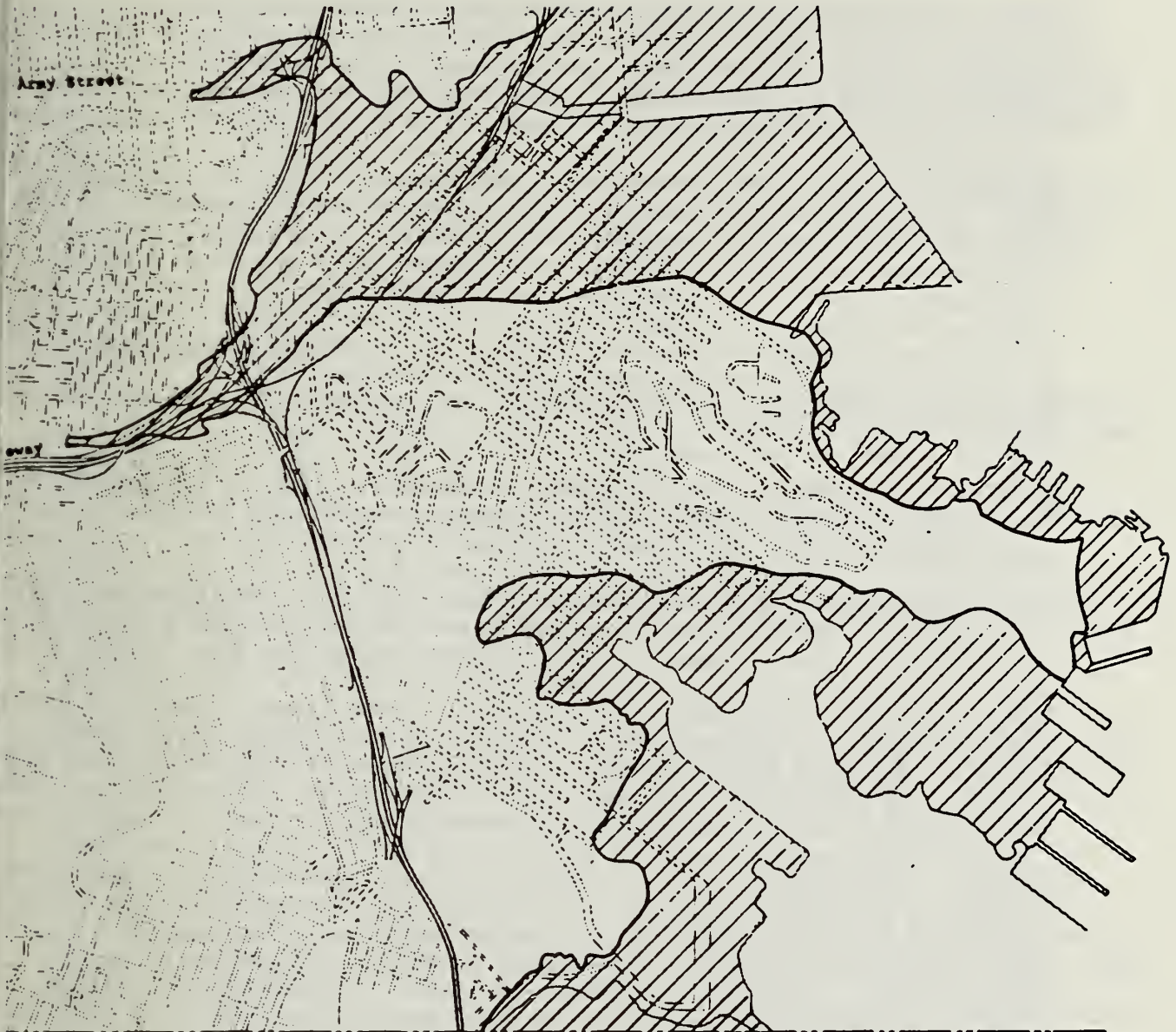
**South Bayshore Plan**  
**ESTIMATED INTENSITY OF FUTURE GROUND SHAKING**

**Figure 9**

- A. Very violent. Cracking and shearing of rock masses. Deep and extended fissuring in soil, many large landslides and rockfalls.
- B. Violent. Fairly general collapse of brick and frame structures when not unusually strong. Serious cracking of better buildings. Lateral displacement of streets, bending of rails and ground fissuring.
- C. Very strong. Masonry badly cracked with occasional collapse. Frame buildings lurched when on weak underpinning with occasional collapse.
- D. Strong. General but not universal fall of brick chimneys. Cracks in masonry and brick work.
- E. Weak. Occasional fall of brick chimneys and plaster.

NOTE: Intensities are given for earthquakes similar to the 1906 event in Magnitude and proximity to San Francisco.





South Bayshore Plan  
AREAS OF MAJOR POTENTIAL LIQUEFACTION HAZARD

Figure 10

Source: John A. Blume & Associates, Engineers. June 1974.

using hazardous materials are somewhat concentrated in the southeastern part of the City where most industrial uses are located. Hazardous or potentially hazardous materials are transported on a regular basis via Highways U.S.-101 and I-280, Third Street, and the railroads. Following a large earthquake far fewer resources would be available to deal with a hazardous material emergency.

New buildings must meet specifications of the current San Francisco Building Code. Seismic design standards of the Code are intended to insure that in a small earthquake (Richter magnitude 4.5 or less), no structural or non-structural (cladding, windows, etc.) damage would occur; in a moderate earthquake (R 4.5 - 7.0) extensive non-structural damage could occur but little or no structural damage would occur; and in a major earthquake (R 7.0 - 8.3, maximum expected earthquake), structural damage would occur but little or no loss of life would occur from structural failure. Loss of life from non-structural failure (falling fixtures, overturned furniture, etc.) would occur.

Portions of Bayview Hill are subject to landslides. Other steeply-sloped areas in South Bayshore may also be subject to landslides, which are usually associated with water-saturated or earthquake conditions.

In recognition of the geological and seismic hazards discussed above, most of the South Bayshore Plan area is mapped as a "Special Geologic Study Area" in the Community Safety Element of the San Francisco Master Plan. Objective 7, Policy 4 of that Plan is to "require geologic or soil engineering site investigations, and compensating structural design based on findings, for all projects in Special Geologic Study Areas." In reviewing building permits, the Bureau of Building Inspection (BBI) refers to a variety of information sources to determine existing hazards and assess requirements for mitigation. These include maps of Special Geologic Study Areas and known landslide areas as well as building inspectors' working knowledge of areas of special geologic concern. For example, certain landfill and high water table areas require dewatering or other precautions for proper foundation construction. In all such instances of known or suspected hazard, BBI will require that site-specific soils reports be prepared prior to construction by a State-licensed civil or geotechnical engineer. The Building Code also requires that grading on slopes of greater than 2:1, or where cut sections will exceed 10 feet, be done in accordance with the recommendations of a soil engineering report. These measures mitigate at the project level geologic hazards affecting new construction.

Residential construction which could occur under the proposed South Bayshore Plan could accommodate about one-third more persons at buildout than currently live in the district. The number of people who would be exposed to the geologic hazards discussed above would thus be increased. To the extent the housing growth in the district accommodates persons who would otherwise live elsewhere in the City or region, the overall regional population at risk for earthquake hazards would not increase. To the extent the additional housing units induce persons from outside the region to move to San Francisco, the at-risk population would increase.



Much of the new housing attributable directly to the proposed Plan would be located in the Candlestick perimeter area, which consists of older fill not placed in accordance with modern engineering standards. As such, the area is subject to liquefaction and subsidence in earthquakes as well as differential settlement. As discussed above, the San Francisco Building Code would require mitigation of these potential hazards based on detailed, site-specific engineering studies. Special foundation designs and other techniques may be required. Similar measures would be required for construction on Bayview Hill and other sloping sites, where properly engineered construction can minimize landslide hazards.

### Energy/Natural Resources

Electricity and natural gas are supplied to the South Bayshore area by Pacific Gas & Electric Company (PG&E). Energy usage of new buildings in San Francisco is regulated by Title 24 of the California Administrative Code. Title 24 requirements may be met through the component performance standard method which requires the incorporation of a specific set of design features into a building, through the use of non-depletable energy reserves, or by demonstrating that the building would consume no more than a specified quantity of energy (energy budget) expressed as BTUs (British Thermal Units) per square foot per year. These requirements are enforced by the City as part of its building permit review process.

New residential and commercial construction which could occur in the South Bayshore area under the proposed Plan would contribute to increased demand for electricity and natural gas within San Francisco, but would not contribute to increased regional demand to the extent that South Bayshore development would represent a redistribution of development from elsewhere in the region.

Transportation consumes gasoline, diesel fuel, and electricity. Generally, mass transit is more energy-efficient per passenger-mile than automobiles. The lower density land use pattern of the South Bayshore area renders it more automobile-dependent than higher density parts of San Francisco, although less automobile-dependent than most other areas of the region. The type and location of residential development which could occur under the proposed Plan would continue the general land use pattern of the district; the resultant increase in energy usage would be proportionately greater than higher density development in areas of the city better served by transit and less than the same amount of development in most other areas of the region. The increases in population possible under the Plan could improve the feasibility of increasing transit service to the area, which would tend to improve energy efficiency of transportation.

The South Bayshore Plan contains policies intended to conserve energy, including exploration of potential energy conservation and alternative energy projects in the area; encouragement of greater use of currently available residential commercial and residential energy conservation programs to reduce energy consumption of existing buildings; establishment of energy information

programs; and promotion of energy management practices in public and private facilities throughout the district.

### Hazards

The history of heavy industrial use in the South Bayshore area indicates that hazardous materials are probably present in much of the area. Such materials can be found on the ground, in the soil, in groundwater, in sealed containers, and/or in underground tanks. Toxic materials can be quite persistent in the environment. Exposure of people to such materials can occur during site development and subsequent use.

The problem of toxic contaminant hazards is addressed through various regulatory mechanisms. Article 21 of the San Francisco Health Code, the Hazardous Materials Permit and Disclosure Ordinance, requires businesses which store or handle hazardous materials to obtain permits, and it provides for the collection of data about the storage and use of hazardous materials. The ordinance includes a "right-to-know" provision and an education program. Implemented by the Department of Public Health, the ordinance also regulates the operation and closure of underground fuel tanks. In 1986 the Hazardous Soils Analysis Ordinance (Article 20 of the Public Works Code, often called the Maher Ordinance) was passed to require a site history and soil analysis for building permits in designated portions of the city suspected of being contaminated with hazardous wastes, mostly areas bayward of the original high tide line. Applying to properties in these areas that have not been continuously zoned for residential use since 1921, and to proposed work involving disturbance of more than 50 cubic yards of soil, the Ordinance requires submittal of a certified clean-up plan prepared by a qualified expert prior to issuance of a building permit if the site is found to be contaminated. The Department of Public Works must receive confirmation (through the Director of Public Health) that either no hazardous materials were found, or that an approved cleanup plan had been implemented.

Detailed clean-up plans and regulatory mechanisms to protect the public health and prevent contamination of water are administered by the Regional Water Quality Control Board and the State Department of Health Services. Together, these agencies determine the adequacy of toxics clean-up plans and ensure proper transportation and disposal of hazardous wastes. The U.S. Environmental Protection Agency (EPA) is the primary federal agency involved in regulation of hazardous materials and hazardous wastes. EPA delegates most of its responsibilities to state agencies.

Large areas of the South Bayshore consist of filled former Baylands. Development in these areas would be subject to the automatic testing and clean-up provisions of the city's Hazardous Soils Analysis Ordinance. These and other large areas of the district have historically been used for heavy industrial processes. Such industries are likely to have used, generated, or otherwise been involved with hazardous materials. While an overall soil testing program at the area plan level of consideration has not been attempted, it is probable that toxic residues in soil occur in many places in the South Bayshore area.



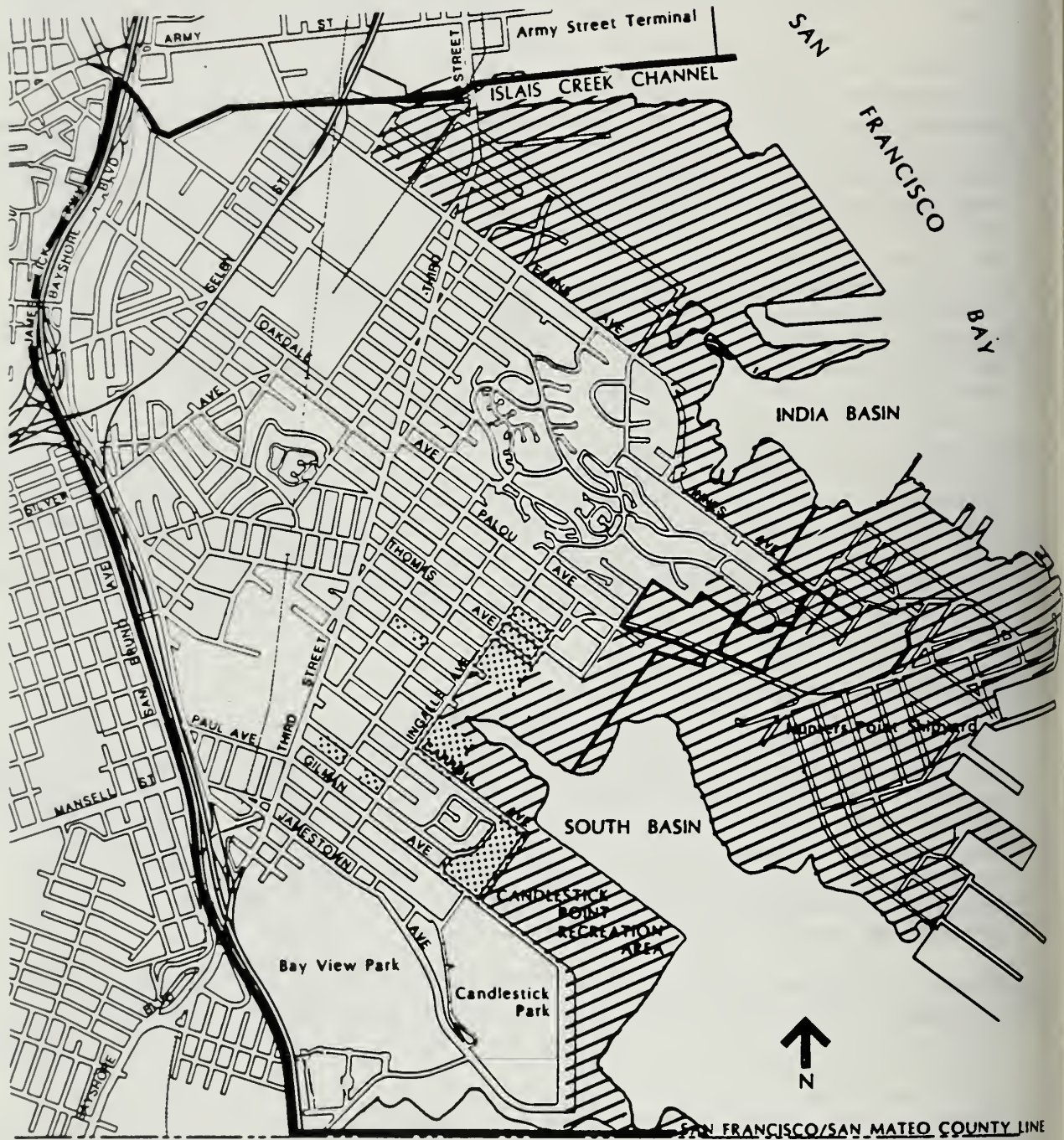
Ongoing buildout in the South Bayshore area, with or without the proposed Plan, could lead to encountering hazardous contaminants during excavation, dredging, and site preparation, should parcels to be developed not be properly surveyed and cleaned up before construction commences. Undetected contaminants could pose health risks for construction workers and future occupants of the area. The Candlestick Perimeter area, proposed by the Plan to be rezoned from industrial to residential, contains such industrial uses as auto wrecking and a lumber yard. This area is likely to be contaminated. Most of this area is subject to the Hazardous Soils Analysis Ordinance, ensuring that soils testing and cleanup would occur prior to disturbance of more than 50 cubic yards of soil. The South Bayshore Plan, Objective 1, Policy 1, Implementation Action 2 calls for the portion of the proposed rezoning area not subject to the Hazardous Soils Analysis Ordinance to be brought into the Ordinance area (refer to Figure 6, next page). The Plan also calls for a detailed plan for the area dealing with toxic material remediation, among other matters (Plan, page 10).

Extension of the required soil testing zone would also cover the small rezoning from industrial to residential proposed for Thomas Avenue and Hawes Street and for Van Dyke Avenue between Keith and Jennings Streets, as well as the proposed Fitzgerald Avenue rezoning (seven parcels) from C-M and NC-1 to RM-1. Based on the mandatory testing and remediation provisions of the Ordinance, no significant impacts due to hazardous materials is expected to result from adoption or implementation of the South Bayshore Plan.

#### Cultural Resources:

The assessment of a site's archaeological sensitivity is based on three factors: the known history of the site, the likelihood of the material record of the site's history to be in place and the likelihood of future activities to adversely affect this material record. The subject of the environmental review, the South Bayshore Area Plan and Rezoning, allows an evaluation of only the first two factors. The potential for significant archaeological resources to be disturbed would ultimately have to be determined on a project-by-project basis.

The Plan Area has, in general, a high sensitivity for prehistoric Native American archaeological resources. The Plan Area has the greatest concentration of recorded prehistoric sites in San Francisco. There are at least nine recorded prehistoric sites within the project area and a number of additional recorded sites within the vicinity. This clustering is to be expected because of the preference of indigenous communities to locate permanent settlements near bay littorals and estuaries, consistent with their ecological dependence on shell fish and birds for diet and marsh plants for raw fiber material. It is probable that this area has been inhabited for a relatively long period, but the actual time period of currently recorded sites is unknown because the sites were destroyed or were archaeologically excavated before radiometric methods were available to date them. The largest prehistoric site (Bayshore Mound) that has yet been discovered in the northern



South Bayshore Plan  
REQUIRED SOIL TESTING ZONE

Figure 6



San Francisco peninsula is located in the southwest quadrant of the plan area. A precise definition of the sensitivity of the Plan Area for prehistoric resources is impeded by the absence of data concerning landfill history and the extent and specific locations of recorded sites. It is reasonable to expect that unrecorded and earlier prehistoric resources remain in place.

The potential for archaeological resources from the Spanish-Mexican Period (1776-1848) is low. If there were functioning Costanoan Native American settlements within the Plan Area at the time of the establishment of Mission Dolores, the inhabitants would have been subject to the first wave of missionization and would have moved north to live near the Mission. By the 1790's the San Francisco peninsula had been depopulated of its indigenous Costanoan communities. There is no record of any outlying Mission improvements, such as mills, tallow shops, asistencias etc. in this area. Following mission secularization (1833-36), many neophytes (recent converts) established new communities or rancherias which remained viable communities until the early 1900's. These rancherias were sometimes important in cultural revitalization movements in the 1870's to 1890's. Inhabitants of these post-secularization rancherias were the sources for much of the enormous amount of ethnographic material compiled by the Smithsonian Bureau of Ethnology and the University of California around the turn of the century. However, no systematic ethnohistorical or archaeological studies have as yet been undertaken for these post-secularization settlements. Most of the known post-secularization communities in the Bay Area were located in East Bay or Marin County. There is no known post-secularization Indian settlement in San Francisco with the possible exception of a community of ex-neophyte Indians associated with William Antonio Richardson who maintained what was probably a semi-subterranean, earth-covered assembly house in the late 1830's. The possibility of rancho-related archaeological resources is low since the nearest rancho house was located in San Mateo County or in Noe Valley in San Francisco.

The potential for significant archaeological resources from the Early American Period (1848-1870) is low due to the dominance and nature of urban development during this period. During the 1850's a few farming and dairymen settlers established farmsteads in Visitacion Valley. The San Bruno toll road was constructed in 1858 connecting San Francisco with the El Camino Real at San Bruno. During the 1860's and later, inns (such as the Golden City House; the Overland Mail House and the Six Mile House) were developed along the toll road. Otherwise, truck farming and dairying remained the principal activities in the Plan Area until the twentieth century.

The recognized architectural and historical building resources of the South Bayshore district are located primarily in the areas flanking Third Street, particularly from Evans Avenue south toward Oakdale Avenue. Four City Landmark buildings are located in the South Bayshore: the South San Francisco Opera House at 1601 Newcomb Avenue; the Hunters Point Springs and Albion Brewery at 881 Innes Avenue; the Sylvester House at 1556 Revere Avenue; and the Quinn House at 1562 McKinnon Avenue.

Implementation of the South Bayshore Plan and rezoning would not directly affect the archaeological, architectural, or historical resources of the area. Individual developments which might be proposed in the future would (unless small enough to be exempt) undergo environmental review to determine if specific cultural resources could be affected, with appropriate mitigation measures and disclosure of such effects occurring at such time.

#### Proposition M

In November 1986, the voters of San Francisco approved Proposition M, the Accountable Planning Initiative, which added Section 101.1 to the City Planning Code to establish eight Priority Policies. These policies are: preservation and enhancement of neighborhood-serving retail uses; protection of neighborhood character; preservation and enhancement of affordable housing; discouragement of commuter automobiles; protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership; maximization of earthquake preparedness; landmark and historic building preservation; and protection of open space. Prior to adopting any amendment to the Master Plan (or issuing a permit for any project which requires an Initial Study under CEQA or adopting any zoning ordinance or development agreement), the City is required to find that the proposed project is consistent with the Priority Policies.

While local concerns or other planning considerations may be grounds for modification or denial of the proposal, there is no substantial evidence that adoption and implementation of the South Bayshore Plan could have a significant effect on the environment.

#### MITIGATION MEASURE:

1) Construction of an interchange for I-280 near Islais Creek would reduce traffic on many surface streets currently carrying truck and vehicle trips, destined for the northern portion of the South Bayshore industrial area (near the intersection of Evans Avenue and Toland Street), thus improving levels of service at several intersections, including the one at Bayshore Blvd./Industrial Street/Alemanly Blvd. Motorists travelling between this area and points south of San Francisco would have easy access to southbound I-280 and its connection to southbound U.S.101. The South Bayshore Plan supports the construction of such an interchange for I-280, as indicated in Transportation Objective 1. Policy 1, Implementation Action 1. The City is actively pursuing this measure, and has issued an Environmental Assessment under the National Environmental Policy Act (NEPA), which currently is under public review.



NOTES:

/a/ Travel times on I-80/U.S. 101 from downtown San Francisco to the San Mateo County line increased from approximately eleven minutes before the earthquake to approximately 15 minutes after the earthquake. On Third Street, average daily traffic counts increased about 47%, from approximately 15,000 vehicles per day before the earthquake to 22,000 following in the earthquake, with a more pronounced increase (60%) during the p.m. peak hour. Much of this increase on Third Street is attributable to the slower travel speeds on U.S. 101 as a result of the earthquake, which made Third Street an attractive alternate route. Source: Department of Public Works, Bureau of Traffic Engineering traffic count data, February 1990.

/b/ Lisa Murphy, Caltrans Public Information Section, telephone conversation, April 18, 1991.

/c/ The quality of traffic flow on a roadway system is measured in terms of the traffic volumes using the system versus the capacity of the system. The level of service (LOS) concept is a standard means of expressing the quality of service. There are six levels of service, ranging from A, representing free-flow (good) conditions, to F, representing jammed (bad) conditions. Generally, roadway systems are considered to be operating in an acceptable manner down to LOS D; LOS E and F are generally considered to be adverse conditions that warrant review of measures to mitigate the problems causing them.

The volume/capacity ratios computed for this analysis have been refined for the Plan area to reflect narrow lane widths and a high percentage of large vehicles which have the effect of reducing the actual capacity of many streets. The volume/capacity ratios and LOS designations represent an average of all four approaches to each of the intersections during a typical weekday p.m. peak hour. They do not represent conditions before or after special events or during periods of roadway construction. Additionally, these calculations are not sensitive to qualitative factors such as pavement conditions, double-parked vehicles and pedestrian conflicts. These factors can impact the quality of traffic flow, but are difficult to quantify.

/d/ Impacts on transit carriers are expressed in a manner similar to that for analyzing traffic impacts, using Level of Service codes A to F. In this analysis, levels of service are based on load factors which indicate the acceptable ratio of passengers to seats provided in transit vehicles. Generally, the higher the ratio of passengers to seats, the lower the LOS. As with the traffic analysis, transit service is generally considered to be acceptable at LOS D or better.

/f/ Quantitative analysis of San Francisco County emissions and localized curbside carbon monoxide emissions was conducted based on methodology described in the Guidelines for Assessing Impacts of Projects and Plans, published by the Bay Area Air Quality Management District, November 1985 (as amended April 1988). They are available for public review at the Office of Environmental Review, 450 McAllister Street, San Francisco.

/g/ Assistant Chief James Lynch, Division of Support Services, S.F. Fire Department.

/h/ Lieutenant Thomas Suttmeier, Commanding Officer, Planning Division, S.F. Police Department.

/i/ Tom Dickerman, Assistant Manager, City Distribution Division, S.F. Water Department.

/j/ Larry Jacobson (Property Manager) and Stephen Huahn (Director of Capital Programs), S.F. Unified School District.

/k/ Nathan Lee, Investigations and Systems Information, S.F. Clean Water Program, Department of Public Works.

/l/ Debra Learner, Park Planner, S.F. Recreation and Park District.



ENVIRONMENTAL EVALUATION CHECKLIST  
(Initial Study)

No: 29,120E Title: SOUTH BAYSHORE PLAN AND REZONING  
Street Address: N/A Assessor's Block/Lot: VARIOUS  
Initial Study Prepared by: PAUL DEUTSCH

COMPATIBILITY WITH EXISTING ZONING AND PLANS Not  
Applicable    Discussed

- |   |   |   |
|---|---|---|
| 1) Discuss any variances, special authorizations, or changes proposed to the City Planning Code or Zoning Map, if applicable. | — | ✓ |
| 2) Discuss any conflicts with any adopted environmental plans and goals of the City or Region, if applicable.                 | ✓ | — |

ENVIRONMENTAL EFFECTS - Could the project:

- | <u>1) Land Use</u>   | <u>YES</u> | <u>NO</u> | <u>DISCUSSED</u> |
|--|------------|-----------|------------------|
| * (a) Disrupt or divide the physical arrangement of an established community?  | —          | ✓         | ✓                |
| * (b) Have any substantial impact upon the existing character of the vicinity? | —          | ✓         | ✓                |

- |  |   |   |   |
|--|---|---|---|
| <u>2) Visual Quality</u>   |   |   |   |
| * (a) Have a substantial, demonstrable negative aesthetic effect?                              | — | ✓ | ✓ |
| (b) Substantially degrade or obstruct any scenic view or vista now observed from public areas? | — | ✓ | ✓ |
| (c) Generate obtrusive light or glare substantially impacting other properties?                | — | ✓ | — |

- |  |   |   |   |
|--|---|---|---|
| <u>3) Population</u>   |   |   |   |
| * (a) Induce substantial growth or concentration of population?  | — | ✓ | ✓ |
| * (b) Displace a large number of people (involving either housing or employment)?                                    | — | ✓ | — |
| (c) Create a substantial demand for additional housing in San Francisco, or substantially reduce the housing supply? | — | ✓ | ✓ |

- |   |   |   |   |
|---|---|---|---|
| <u>4) Transportation/Circulation</u>  |   |   |   |
| * (a) Cause an increase in traffic which is substantial in relation to the existing traffic load and capacity of the street system?   | — | ✓ | ✓ |
| (b) Interfere with existing transportation systems, causing substantial alterations to circulation patterns or major traffic hazards? | — | ✓ | ✓ |

Derived from State EIR Guidelines, Appendix G, normally significant effect.

(c) Cause a substantial increase in transit demand which cannot be accommodated by existing or proposed transit capacity?

— ✓ ✓

(d) Cause a substantial increase in parking demand which cannot be accommodated by existing parking facilities?

— ✓ ✓

### 5) Noise

\*(a) Increase substantially the ambient noise levels for adjoining areas?

— ✓ ✓

(b) Violate Title 24 Noise Insulation Standards, if applicable?

— ✓ ✓

(c) Be substantially impacted by existing noise levels?

— ✓ ✓

### 6) Air Quality/Climate

\*(a) Violate any ambient air quality standard or contribute substantially to an existing or projected air quality violation?

— ✓ ✓

\*(b) Expose sensitive receptors to substantial pollutant concentrations?

— ✓ ✓

(c) Permeate its vicinity with objectionable odors?

— ✓ ✓

(d) Alter wind, moisture or temperature (including sun shading effects) so as to substantially affect public areas, or change the climate either in the community or region?

— ✓ ✓

### 7) Utilities/Public Services

\*(a) Breach published national, state or local standards relating to solid waste or litter control?

— ✓ ✓

\*(b) Extend a sewer trunk line with capacity to serve new development?

— ✓ ✓

(c) Substantially increase demand for schools, recreation or other public facilities?

— ✓ ✓

(d) Require major expansion of power, water, or communications facilities?

— ✓ ✓

### 8) Biology

\*(a) Substantially affect a rare or endangered species of animal or plant or the habitat of the species?

— ✓ ✓

\*(b) Substantially diminish habitat for fish, wildlife or plants, or interfere substantially with the movement of any resident or migratory fish or wildlife species?

— ✓ ✓

(c) Require removal of substantial numbers of mature, scenic trees?

— ✓ ✓

### 9) Geology/Topography

\*(a) Expose people or structures to major geologic hazards (slides, subsidence, erosion and liquefaction).

— ✓ ✓

(b) Change substantially the topography or any unique geologic or physical features of the site?

— ✓ ✓



	<u>YES</u>	<u>NO</u>	<u>DISCUSSED</u>
10) <u>Water</u>			
* (a) Substantially degrade water quality, or contaminate a public water supply?	—	✓	—
* (b) Substantially degrade or deplete ground water resources, or interfere substantially with ground water recharge?	—	✓	—
* (c) Cause substantial flooding, erosion or siltation?	—	✓	—
11) <u>Energy/Natural Resources</u>			
* (a) Encourage activities which result in the use of large amounts of fuel, water, or energy, or use these in a wasteful manner?	—	✓	✓
(b) Have a substantial effect on the potential use, extraction, or depletion of a natural resource?	—	✓	—
12) <u>Hazards</u>			
* (a) Create a potential public health hazard or involve the use, production or disposal of materials which pose a hazard to people or animal or plant populations in the area affected?	—	✓	✓
* (b) Interfere with emergency response plans or emergency evacuation plans?	—	✓	—
(c) Create a potentially substantial fire hazard?	—	✓	—
13) <u>Cultural</u>			
* (a) Disrupt or adversely affect a prehistoric or historic archaeological site or a property of historic or cultural significance to a community or ethnic or social group; or a paleontological site except as a part of a scientific study?	—	✓	✓
(b) Conflict with established recreational, educational, religious or scientific uses of the area?	—	✓	—
(c) Conflict with the preservation of buildings subject to the provisions of Article 10 or Article 11 of the City Planning Code?	—	✓	✓
<u>OTHER</u>	<u>YES</u>	<u>NO</u>	<u>DISCUSSED</u>
Require approval and/or permits from City Departments other than Department of City Planning or Bureau of Building Inspection, or from Regional, State or Federal Agencies?	—	✓	✓
<u>MITIGATION MEASURES</u>	<u>YES</u>	<u>NO</u>	<u>N/A</u> <u>DISCUSSED</u>
1) Could the project have significant effects if mitigation measures are not included in the project?	✓	—	—
2) Are all mitigation measures necessary to eliminate significant effects included in the project?	✓	—	—

E. MANDATORY FINDINGS OF SIGNIFICANCE

YES NO DISCU

- \*1) Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal, or eliminate important examples of the major periods of California history or pre-history?
- \*2) Does the project have the potential to achieve short-term, to the disadvantage of long-term, environmental goals?
- \*3) Does the project have possible environmental effects which are individually limited, but cumulatively considerable? (Analyze in the light of past projects, other current projects, and probable future projects.)
- \*4) Would the project cause substantial adverse effects on human beings, either directly or indirectly?

— ✓ —  
— ✓ —  
— ✓ ✓ —  
— ✓ ✓ —

F. ON THE BASIS OF THIS INITIAL STUDY

- I find the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared by the Department of City Planning.
- ✓ I find that although the proposed project could have a significant effect on the environment, there WILL NOT be a significant effect in this case because the mitigation measures, numbers 1, in the discussion have been included as part of the proposed project. A NEGATIVE DECLARATION will be prepared.
- I find that the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

*Barbara W. Sahm*

BARBARA W. SAHM  
Environmental Review Officer  
for

DEAN L. MACRIS  
Director of Planning

DATE: 5/9/91

BWS:ml  
OER/23/4-15-91





